CHOOSING OUR FUTURE

AN INVITATION TO REVITALIZE GREATER VANCOUVER'S **LIVABLE REGION STRATEGY**

Regional Challenge
Seminar Reports
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CHOOSING OUR FUTURE

REGIONAL CHALLENGES SEMINARS

PRESENTATIONS AND SUMMARY NOTES

Greater Vancouver Regional District
Development Services Department

April 1990

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INTRODUCTION

In December 1989, the GVRD Board initiated the "Choosing Our Future" process to revitalize Greater Vancouver's Livable Region Strategy. This Strategy, developed through extensive public consultation in the early 1970s, has guided development decisions by the GVRD and its member municipalities for 15 years. "Choosing Our Future" is directed towards rethinking the Strategy and establishing new objectives for the 1990s and beyond.

Seven Regional Challenge Seminars were held as part of the "Choosing Our Future" program. Their purpose was to get on to the table the issues which must be addressed in maintaining Greater Vancouver's livability in the coming decades, and to begin to identify some of the actions which might be taken. The seminar participants included representatives from a broad range of community organizations and government agencies. The topics addressed were:

- Urban Mobility, December 6, 1989
- The Environment: Water, Land and Air, January 12, 1990
- A Healthy Region, An Aging Region, January 26, 1990
- Cosmopolitan Culture, February 9, 1990
- Urban Design, February 19, 1990
- Changing Public Values, February 23, 1990
- Community Life, March 1, 1990.

This report consolidates information from the seminars. It includes speeches presented by visiting experts and notes on the seminar discussion.

December 1989

URBAN MOBILITY

REGIONAL CHALLENGES SEMINAR NOTES

On December 6, 1989, the Greater Vancouver Regional District initiated a major re-evaluation of the Livable Region Strategy developed in the early 1970s. In the first of seven Regional Challenge Seminars, an invited group of GVRD Board members, transportation experts, and community organization representatives addressed issues pertaining to urban mobility.

The seminar was divided into morning and afternoon sessions with a luncheon presentation by Mr. Ken Orski, President of Urban Mobility Corporation, a Washington D.C. transportation consulting firm. The morning session was used to introduce the objectives of the original Livable Region Strategy and to discuss how it meets present and possible future requirements. The afternoon session was used for small groups to focus attention on specific issues.

PERSPECTIVES ON MOBILITY

The day began with a review by GVRD staff of the Livable Region Strategy's original objectives set out in 1975. These objectives included improving the jobs to labour force balance in all parts of the region to reduce the rate of growth in long distance commuting, and increasing the proportion of daily trips by transit through development of a transit-oriented transportation system. Constraints on transportation development in Greater Vancouver and the prospects for commuter travel in the 1990s and beyond were also reviewed. Among the points noted were the difficulty of transportation development given the region's wedge shape and water crossings, the coordination of transportation development given the number of authorities involved, and the reliance on automobiles to serve widely dispersed job and residence locations.

After this introduction, the Chairperson, Dr. Walter Hardwick, invited the participants to provide perspectives on the situation. Among the comments were the following:

- Dr. Frank Navin, who had participated in developing the original Livable Region Strategy, evaluated its achievements. There had been three broad goals: regional control of transportation services, regional fiscal control, and development of a system which presented no barriers to any citizen. Within these themes, 11 of 25 objectives had been achieved or partially achieved. These included specialized handicapped transit, increased transit mobility around the region, priority for buses over

other vehicles at congested locations, and a transit fare structure based on trip length. Among the objectives not achieved were creating a general transportation authority for the region, and improving the goods movement system.

- It was suggested that behind the transportation problem was a land use problem. Concern was expressed about the concentration of jobs within downtown Vancouver and whether the regional town centres were proving successful. Perspectives differed on whether or not the jobs to labour force balance throughout the region had improved significantly since the Livable Region Strategy was first developed. It was noted that the development industry is increasingly interested in locations in the developing communities, including the regional town centres. It was suggested that this decentralization was not happening fast enough and that financial incentives and other measures were necessary to encourage larger employers to move.

- The balance of expenditure between roads and transit was raised. It was suggested that a high proportion of the region's transportation expenditure went for transit which moved only a small proportion of the region's daily trips. It was noted that the question of subsidies for transportation systems was very complex and those for road travel not readily apparent. Other views indicated that about 40% of trips into downtown Vancouver were carried by transit, and that growth on the ALRT has been running at about 13% per year and the bus system at 4%. Concern was raised that the suburban communities are creating a development pattern which is not adaptable to transit use.

- The needs of the region's goods movement system was discussed. It was indicated that 10% to 15% of the vehicles on the road are trucks, many which take four to five times the space of a car. An effective road network for goods movement was stressed in order to support the region's economy.

- The seminar participants also touched on the implementation mechanisms for the Livable Region Strategy. It was noted that while the GVRD's Strategy set the vision, municipalities had full responsibility for land use decisions following cancellation of the GVRD's Official Region Plan and the provincial government had responsibility for transportation development following the GVRD's removal from transit. It was suggested that a better process was required for transportation development to provide greater coordination among land use and infrastructure decisions and expenditure priorities.

- The implications of increasing automobile use for air and water quality were presented. It was indicated that while actions such as emissions testing could maintain air quality in the shorter term, they would not be sufficient to offset growth in the number of vehicles and the increase in the number of kilometers travelled over the longer term.

Mr. Orski was requested to provide some comments from a North American-wide perspective. He indicated that Greater Vancouver had many assets. Unlike many metropolitan areas, it is a very livable region with a manageable size and a thriving and vibrant downtown. It has a limited freeway system but a good grid system and a radial orientation conducive to transit development. The strong political support for transit and a 40% transit mode split into downtown Vancouver were considered very good by North American standards.

Among the problems and constraints, Mr. Orski noted the high growth rates in the developing communities which are less able to accommodate transit development, the fragmented planning and development structure for transportation, and geographic barriers which limited flexibility for expansion but did create a natural concentration.

A number of opportunities were noted by Mr. Orski. He suggested that greater attention be given to innovative financing mechanism. In the United States, developer contributions to financing infrastructure were becoming the convention. He also indicated that greater attention be given to growth management policies which related population and transportation growth. There has been increasing interest in the concept of concurrency in which development permission requires that there be adequate public facilities including transportation. Finally, he suggested that increased attention be given to the demand side of the equation. He advised that measures be developed to respond to the growth of single occupant automobiles.

A COMMON SENSE LOOK AT TRAFFIC CONGESTION
C. KENNETH ORSKI, URBAN MOBILITY CORPORATION

Mr. Orski provided a luncheon address to the Vancouver Board of Trade attended by the seminar participants and Board members. He suggested that metropolitan areas cannot build their way out of congestion problems. A definitive solution is unlikely to arise, he noted, and efforts should be directed towards controlling congestion. Three management strategies were recommended: incremental expansion of road capacities, reducing the demand transportation facility growth, and controlling the pace of development.

With respect to the expansion of roads, he suggested that consideration be given to bringing private investors into financing toll roads. The imbalance between transportation demand and supply has made highway facilities attractive to investors and the option is being explored in a number of U.S. jurisdictions.

Mr. Orski's recommendations for reducing demand revolved around understanding why cars remain the vehicle of choice. Time saving has become a pivotal concern. People drive to work not only because of the comfort but also because many need to make side trips to reach everyday services. Relatively isolated suburban workplaces have few services close at hand. People also find personal vehicles provide peace of mind when it comes to being mobile in case of family emergency. Reducing private vehicle use requires provision of day time transportation that meets these needs. Company vehicles and emergency ride services were alternatives

presented. Demand management was claimed to reduce peak period trips by as much as ten to 15 percent, but Mr. Orski cautioned against unrealistic expectations for reducing regional congestion with this strategy.

The third strategy involves controlling land development. In an increasing number of areas, Mr. Orski noted, this was being done through 'adequate public facilities ordinances'. Staging development slows growth but can result in rising housing prices thereby forcing people to locate further from regional centres. In the United States, he indicated there was some evidence to suggest that as labour supplies disperse employers relocated to the suburbs to shorten the commuting time, but that it was not a reliable trend. In many cases, relocation can reduce travel for one member of a household while increasing it for others.

In closing his speech, Mr. Orski pointed out that our society prefers to live and work in separate locations. Suburbs develop at densities too high to avoid traffic congestion and too low for efficient transit. Under these conditions, mobility problems are an unavoidable consequence. In short, he stated, there are 'no quick fixes'.

GROUP DISCUSSIONS

In the afternoon, seminar participants broke into small groups for more detailed discussion of a few themes. Some groups covered 'generic' issues and others 'geographic' issues. The purpose of these groups was to generate ideas and concerns to be addressed during the Strategy development process. The following highlights the major areas of discussion.

Regional Goods Transportation

The group felt that the public should be made more aware of the goods mobility problem. Most transportation concerns focussed on commuting without the recognition that the road system was essential for goods movement. Greater attention should be given to supporting the commercial transportation system. Included, it was suggested, was reducing the pressure for residential growth surrounding facilities like airports and harbours, allowing trucks priority at some congestion points, and coordinating the network of major goods movement facilities.

Managing Demand

Two discussion groups addressed mechanisms for managing transportation demand.

This dealt in part with techniques to reduce use of the single occupant vehicle. It was suggested that user charges for cars and transit more equitably reflect their true costs, with the result that transit may become more attractive. The public sector could show direction by providing alternatives like emergency ride service and supplying daytime pool vehicles for those who take transit to work. The group also discussed giving consideration to regulating auto travel into downtown Vancouver

through an alternate day or coloured plate system found in some other metropolitan areas. Increasing gasoline taxes and subsidizing alternatives to the private automobile were raised.

The groups also dealt with structures and processes to manage the region's transportation system. Rather than waiting for direction from the provincial government, it was suggested that municipal leaders should work towards consensus in mobility management.

The Central Core

The Central Core group addressed an area including the City of Vancouver, the North Shore municipalities, Burnaby, Richmond and New Westminster. It was noted that downtown Vancouver involves connecting nationally and internationally oriented firms while the suburban firms generally have a different profile.

Among the initiatives discussed were using higher parking costs and dedicated bus lanes to increase transit travel to downtown Vancouver, providing better transit service to the airport, promoting the Grandview Cut's potential as an alternative means of accessing the Core, and promoting alternatives such as flex-time schedules to manage peak hour commuting.

South of the Fraser

The high population growth rate of this area was noted by the group participants. Local governments, it was suggested, are well suited to control neighbourhood growth but are less likely to deal with transportation from a regional perspective.

The importance of reducing the reliance on automobiles was highlighted. Measures included reference to a residential subdivision which brought a range of services within walking distance and the provision of day-care facilities at the workplace in order to reduce the number of side trips.

North East Sector

The group noted that all municipalities in this area were planning for residential growth but that neither employment growth nor transportation development were keeping pace. While growth was currently supported, this might change as facilities fall further behind and congestion increases.

A range of measures were highlighted including increasing the rate of employment growth in the North East Sector, developing the transit system through a variety of services, and introducing measures to encourage multiple occupancy automobile use.

SEMINAR CONCLUSION

In winding-up the seminar, a number of points touched on during the day were emphasized by the participants.

It was suggested that the sense of the problem was insufficient and that greater awareness of the environmental effects of transportation decisions was required. Future action, it was suggested, should not simply be trying to do better what we are already doing but to develop a radically new approach. This might involve changes to transportation pricing and technology.

Continued emphasis on increasing the rate of employment growth in the developing communities was stressed. It was suggested that the focus be on creating a bi-polar region with the second major centre being south of the Fraser River in the Whalley-Guildford area.

The need to heighten public awareness of goods movement needs was reiterated. It was suggested that transportation be viewed as a two layer system, one for people and one for goods, and that they be dealt with separately. Increased focus was required on defining the nodes and links for goods movement, and on moving the discussion of issues into the public.

It was noted that people generally think that someone else will solve the region's transportation problem. While there are clearly government responsibilities at all levels, it was suggested that there may be a role for community organizations to address mobility issues locally. The example of Transportation Management Associations developing in the United States was cited, where voluntary organizations are addressing their mobility requirements through a variety of techniques.

Dr. Hardwick concluded the seminar by thanking the participants. He indicated that notes on the seminar would be forwarded and that any further comments on aspects which should be considered in revitalizing the Livable Region Strategy would be welcome.

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PARTICIPANTS - REGIONAL CHALLENGES SEMINAR
URBAN MOBILITY
DECEMBER 6, 1989

Alan Artibise, Director, School of Community & Regional Planning, U.B.C.
Mayor Gil Blair, Township of Richmond, Chairman, GVRD
Mayor Bob Bose, District of Surrey
John Bremner, Director of Engineering, District of North Vancouver
David Cadman, Information Officer, Information Services, GVRD
Ken Cameron, Manager, Development Services Department, GVRD
Mayor Gordon Campbell, City of Vancouver
Peter Carver, B.C. Coalition of the Disabled
Jim Chim, Development Services Department, GVRD
Bob Collier, Municipal Administrator, Corporation of Delta
Peter Cooper, Manager, Traffic Safety Research, Insurance Corporation of B.C.
Martin Crilly, Vice-President, Research and Development, Johnston Terminals Ltd.
Bill Curtis, City Engineer, City of Vancouver
Dr. Ken Denike, Geography Department, U.B.C.
Arthur Fallick, Fallick Consulting
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Michael Geller, President, Urban Development Institute
Pamela Graham, SPEC
John Hansen, Chief Economist, Vancouver Board of Trade
Les Harrington, Municipal Administrator, City of Port Moody
Dr. Trevor Heaver, Director, Centre for Transportation Studies, U.B.C.
Robin Johnston, Branch Manager, Delcan
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Colin Kelly, Independent Canadian Transit Union
Wayne Kyle, Municipal Engineer, District of Surrey
Alderman George Laking, City of Port Coquitlam
Alderman Margaret Lower, City of White Rock
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Dr. John Monroe, Department of Economics, Simon Fraser University
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Dr. Frank Navin, Engineering Department, U.B.C.
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Mike O'Connor, President and Chief Operating Officer, B.C. Transit
Frank O'Neill, General Vancouver, Vancouver International Airport
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Boris Pavlov, Regional Director, Transport Canada
Alderman Corisande Percival-Smith, Township of Richmond
Doug Peterson, Administrator, Development Services Department, GVRD
Alderman Gordon Price, City of Vancouver
Marilyn Pollard, Bicycling Association
Clive Rock, Planning Department, B. C. Transit
Tom A. Shortridge, Assistant Port Manager, Port of Vancouver
Rob Weston, Manager, B.C. Trucking Association
Jim Yates, Consultant/Commuter Ferries

W:2:67

A COMMON SENSE LOOK

AT THE PROBLEM OF TRAFFIC CONGESTION

by

C. Kenneth Orski
President, Urban Mobility Corporation
Washington, D.C.

Luncheon Address to the

Regional Challenges Seminar on Urban Mobility

of the

Greater Vancouver Regional District

December 6, 1989

Thank you for inviting me to be with you today. It is a pleasure to be here and to enjoy your warm hospitality. I also want to thank the GVRD and the Board of Trade for hosting my visit to your beautiful city. I am proud to say that my own city of Washington D.C. is a pretty livable place, but I am humbled whenever I come to Vancouver, for this is truly the most livable of all livable cities.

I have been billed as an expert, but I want to talk to you today not as an expert but as someone who believes that the essence of sound judgment is common sense. My remarks will deal with the subject of urban growth and traffic, a topic whose understanding can benefit greatly from the application of common sense.

* * *

Let me set the stage by relating a few anecdotes that will paint the changing complexion of the traffic problem.

... In Orange County, California, freeway traffic are now a regular feature on the midnight radio newscasts ... And in Santa Clara County they begin as early as 4:30 a.m....

... In San Francisco, morning traffic backups at Caldecott Tunnel have been larger for east bound traffic - away from San Francisco - than for westbound traffic headed for downtown...

... In Los Angeles, the busiest freeway stretch is the Ventura Freeway in Encino, far from any place even remotely considered a "downtown"...

... Commuters on Route 28 in Fairfax County in Northern Virginia, find themselves faced with the disorienting experience of being locked in stop-and-go bumper to bumper traffic while surrounded by pastoral vistas of cornfields, farmhouses and grazing cattle...

... On the Washington Beltway police delivered more than a dozen babies last year to women who got stuck in traffic jams on the way to the maternity ward...

... The "Kiss-and-Ride" areas that used to be a standard feature of every suburban rail station, have become a thing of the past. In today's suburbia there is no one left behind to kiss...

... On the other hand, an increasingly common sight are parents dropping off their children at day care centres located near suburban stations. They are call "Cry-and-Ride"...

... And on the LBJ Freeway in Dallas, they say, the only way to change lanes is to trade cars...

What these anecdotes suggest is that the very nature of traffic congestion has changed. Once a phenomenon confined in space and time, traffic congestion has become endemic and pervasive, affecting suburbs and central cities alike, and intruding on the lives of an ever expanding universe of people.

On the traffic congestion front I can report some good news and some bad news. The good news is that we are beginning to learn how to manage congestion. Managing congestion is not a bad choice of a phrase. Medical dictionaries define the word "managing" as "keeping an incurable disease under control" - and that may be precisely our challenge with traffic congestion - keeping an intractable problem from getting out of hand.

The bad news is that it does not seem likely we can build our way out of the problem permanently. This is what I hear a growing number of local officials concluding. Please do not misinterpret it as an argument for not building new roads. Indeed, there is no more important public works priority facing metropolitan areas than improving the highway system. But we must do so with our eyes open. New roads may bring temporarily relief, but they do not permanently eradicate traffic congestion. Indeed, many roads fill up with cars almost as soon as the ribbon is cut.

Russel Baker once wrote in one of his delightfully iconoclastic columns that there are two immutable laws of transportation: The first is that "the shortest line between two points is always under construction"; the second law is that "traffic on new highways expands to 100 percent of capacity within six months of its completion." Like many folk wisdoms, this one, too, has more than a grain of truth to it. The Dulles Toll Road in Northern Virginia reached rush hour capacity just four years after its opening, and plans are already underway to double its capacity.

How about transit? Can rail transit offer lasting relief from traffic congestion? This was our rhetoric back in the 70's, when I was an official of Urban Mass Transit Authority and appeared before Congressional committees to plead for multi-million dollar authorizations for new rail systems. Today, I find few of my colleagues in the Department of Transportation asserting that rail systems reduce traffic congestion. A case in point is Washington D.C.'s system. Close to 95% of the people who work in office developments clustered around Metrorail's suburban stations arrive by car. By stimulating high density office developments that continue to rely heavily on the automobile, our Metrorail system has actually exacerbated congestion at suburban rail station. This is not necessarily an argument against building rail systems. But however sound the case for rail transit may be, it must not rest on claims that it will reduce traffic congestion.

* * *

If we cannot permanently build our way out of traffic congestion - neither with more roads more with more rail lines - what <u>can</u> we do?

For one thing, we should change our rhetoric. We should talk less about "solving", and more about "managing" the traffic congestion problem.

Managing congestion can best be defined as doing whatever is necessary to contain traffic within the limits of public tolerability. Public tolerability, in turn, should be gauged in terms of local community perceptions, for traffic congestion is a highly subjective concept that defies a common scientific standard. What constitutes intolerable traffic congestion in Vancouver may well be considered tolerable in Southern California, and what is tolerable here in Vancouver, may be found intolerable in Calgary or Edmonton.

What is more, what may be intolerable congestion when there are no transportation alternatives, may be tolerable when there are other options. In Montgomery County, Maryland we have established lower level-of-service standards (i.e. accepted higher congestion levels) in the southern portions of the county which are served by rail transit, than upcounty where there is no transit.

Our perception of congestion is also coloured by how abruptly traffic conditions deteriorate. If they change rapidly, we are likely to perceive congestion as more severe than if conditions change only gradually.

Finally, what may be considered intolerable traffic congestion today, may be found tolerable tomorrow. Greater automotive creature comforts have taken some of the stress out of commuting. Cellular telephones and portable dictating machines enable us to spend our commute time more productively. We are, in other words, learning to live with traffic congestion.

I am not suggesting for a moment that our propensity to adapt to traffic congestion should be used as an excuse for inaction. Public opinion would never tolerate this, But we should set our aims realistically, and that means controlling rather than eliminating traffic congestion.

* * *

How do you manage traffic congestion? Basically, by practicing three strategies:

- incrementally expanding road and transit capacity including making a more efficient use of existing transportation facilities;
- reducing the growth of transportation demand; and
- controlling the intensity and pace of development (i.e. avoiding congestion)

Let me comment briefly on each of these strategies.

Increasing Highway Capacity

It goes without saying that we must do our best to keep expanding road capacity. The trouble is, as recent events in many jurisdictions have demonstrated, our distaste for higher taxes seems to outweigh our desire for road improvements.

The good news is that a persistent imbalance between transportation demand and transportation supply is making highway facilities an attractive private investment. An official of Northern Virginia's Dulles Toll Road was recently quoted as saying that "The only thing that is more profitable than owning a private toll road is owning the government's printing press for currency." He knows whereof he speaks: the Dulles Toll Road earned $16.2 million in fiscal 1988, enough to pay the debt (at 9.1%) and operating costs, and turn a small profit. And this, only after five years of operation. The surplus in the next 10 years is projected to exceed $200 million.

There are signs that Wall Street is taking notice of the investment potential of commuter toll roads. Privately financed and operated tollways are no longer an arcane concept debated only by free market economists. They are being seriously considered in Denver (E-470), in the Midwest (Chicago-Kansas City Turnpike), in Orange County CA (Foothills Freeway), and in Northern Virginia (Dulles Toll Road Extension). A bill to authorize up to four private roll roads in California has recently been signed by Governor Deukmejian and, I am told, most of the top transportation engineering and construction companies in the world have expressed an interest in bidding on these projects.

In sum, private toll roads, supplemented with impact fees, benefit assessments, and developer righ-of-way donations, offer us an opportunity to have our cake and eat it too: to expand highway infrastructure without raising the specter of new taxes or bigger budget deficits.

Managing Demand

However, new roads alone will not solve the problem. To manage congestion we must also learn to manipulate the demand side of the equation. While demand management is not a magic solution, it does offer that extra margin of relief that may make the difference between tolerable and intolerable traffic congestion.

Most efforts in traffic reduction focus on providing greater choice of transportation alternatives. But that is only part of the challenge of managing demand. You can lead a horse to water but you cannot make him drink. You can provide alternatives to the single-occupant automobile, but you cannot force people to use them. So the real challenge is to devise incentives that will make people <u>want</u> to give up solo commuting. Can this be done? Perhaps ... but only <u>once</u> we have truly understood why people drive alone.

People drive to work not just because they like to comfort and privacy of their cars, or because or some irrational "love affair" with the automobile. They drive because they need their car before, during or after work. For some people driving to work is a matter of necessity - as, for example, in the case of a parent who must drop off a child at a day care centre on the way to work. For others it is a matter of convenience, for example, to shop on the way home, to run errands during the lunchbreak or simply to escape the monotony of the company cafeteria. For many suburban

commuters a car represents an insurance that they will be able to get back home in a hurry in case of a household or family emergency: a flooded basement, a sick child.

Our surveys indicate that more than 70 percent of suburban office workers use their cars on a regular basis to make intermediate stops on their way to or from work, and 80 percent of office employees use them daily during the midday break. In the 1970's, typical office workers spent their days downtown, with easy reach of a wealth of services. They could get their prescriptions filled, film developed, cheques cashed - all by walking a few blocks. Today, growing numbers of office workers spend their workdays in relatively isolated suburban office parks or corporate facilities. In order to gain access to everyday services they need their cars. So, our so-called "addiction" to cars has, in fact, a very rational basis: cars save time. And time, as a recent Time Magazine article noted, may have become "the most precious commodity in the land" for modern two-worker families, especially those with small children. Unless we find other ways of dealing with this need, efforts to coax people out of automobile will continue to meet with limited success.

This is not to say that efforts to persuade people to change their travel habits are ineffective and should not be pursued. Indeed, there is evidence to suggest that well conceived and aggressively promoted demand management programs can reduce peak period trip generation in suburban developments by as much as 10-15%. Reduction of this size can have a significant effect on rush hour traffic congestion at local traffic bottlenecks. But individuals demand management efforts can make only a small dent in traffic on freeways and major arterials. Unless they are part of comprehensive, areawide programs, trip reductions achieved from isolated traffic mitigation programs tend to get lost in the hug volume of regional traffic. Again, this is not a reason to conclude that demand management programs are not worth undertaking. but we must be careful not to raise unrealistic expectations as to their ability to "solve" the traffic congestion problem.

Controlling Growth and Development

A third way to management traffic congestion is to control the intensity and pace of development. Many planners advocate increasing development densities on the theory that high densities are easier to serve with transit and encourage pedestrian-scale activity centres. Sound as this concept may be in theory, to the politician it is fraught with danger. As we have seen in numerous recent cases, suburban residents view high-rise office development in their neighbourhood with unconcealed hostility, and elected officials who go counter to these sentiments, do so at their peril. Not surprisingly, efforts at densifying suburban communities have often resulted in growth control initiatives and election of slow growth advocates to city and county councils.

What is more, higher densities do not necessarily lead to reduced traffic congestion. As we have already noted, the high-rise office complexes that spring up around suburban rail stations have often exacerbated congestion, because most of the people who work in them come to work by car.

Some jurisdictions have opted for an opposite land use strategy. They deliberately try to hold down the pace of development to levels consistent with the capacity of existing (and planned) transportation facilities. That is a strategy practiced by Montgomery County MD through its Adequate Public Facilities Ordinance. Staging development so that it remains in a rough balance with the supporting infrastructure is a politically appealing strategy, for it slows down the rate of growth without shutting down development. Thus, it represents something of a "win-win" strategy, acceptable to both the development industry and slow-growth advocates.

But slowing down the pace of development is not a magic answer to traffic congestion either. For rationing growth tends to push the price of land up and forces people to move farther out in search of affordable housing. The result may be merely longer commutes but little reduction in traffic. In South California, for example, rising housing prices have obliged thousands to live on the edge of the Mojave Desert or deep in the Riverside and San Bernardino Counties, forcing commutes of 50-60 miles each way to Los Angeles and Orange County where the jobs are.

As the labour supply disperses, so will industry. Evidence of this is clearly visible in the Washington, D.C. area, where commercial development is spreading to Howard, Frederick and Prince William Counties, jurisdictions that are a 60 to 90 minute drive from Washington. The Marriott Corporation, a long time resident of North Bethesda, is moving its headquarters to Germantown, an hour's drive from downtown Washington. A key reason for the relocation is the company's desire to shorten the commute of its employees, most of who already live in the outer suburbs.

Whether corporate relocations will reduce traffic congestion remains to be seen. Our surveys suggest that locating jobs closer to where people live (or homes closer to where people work) is a mixed blessing. Although it may shorten the commute of one member of a household, it may lengthen the commute of the other. A marital zero-sum game, as it were. What is more, people who live fairly close (say, within 5-10 miles) to their jobs are less likely to carpool or take the bus. Improving the job/housing balance may thus not reduce overall traffic, but merely channel more traffic onto local roads - a positive or negative consequence depending on one's point of view.

* * *

As these reflections suggest, traffic congestion is an extraordinarily complex problem that defies simple, quick fix solutions. For in the final analysis, traffic congestion may not be a technical problem nor a problem of inadequate facilities, but an inescapable consequence of the manner in which we choose to live and they way we have organized our metropolitan areas. We strongly prefer to live and work at widely scattered locations, leaving us little choice but to rely on personal means of transportation. And, we develop our suburbs at densities that are at once too high for the free flow of traffic on highways and too low for supporting an efficient mass transit system.

And so, I return to my original premise, but conclude on a positive note. Although there may be no way of truly "solving" the traffic congestion problem, there are ways of managing congestion. And, as our mastery of congestion management improves, I am convinced we will be able to regain some of the ground lost in recent years.

In the meantime, if you have low tolerance for traffic congestion, may advice to you is this: get yourself a comfortable car with plenty of creature comforts - a tape deck, a telephone, a fax machine, and a glove compartment-size microwave oven (yes, they really do exist) - and at least suffer in comfort!

4/147

January 1990

IMPROVING THE ENVIRONMENT: WATER, LAND AND AIR

REGIONAL CHALLENGES SEMINAR NOTES

The second in a series of Regional Challenges Seminars sponsored by the Greater Vancouver Regional District was held in New Westminster on January 12, 1990. A wide range of interests were represented among the invited participants, including GVRD Board members, representatives from public interest groups and business organizations, academics, and experts in various environmental agencies.

The seminar consisted of an introductory morning session, a luncheon presentation on the topic of climate change, small group discussions in the afternoon, and a final plenary session. In the morning session, GVRD staff reviewed the status of programs concerning liquid and solid waste, air quality, and regional parks. In addition, each participant had an opportunity to evaluate the progress of these and other efforts related to environmental quality in the region. A stimulating luncheon presentation, "The Greenhouse Effect and Municipal Government", was given by Dr. Danny Harvey, Assistant Professor of Geography at the University of Toronto. In the afternoon session, participants broke into small groups to focus discussion on particular environmental issues.

PERSPECTIVES ON GREATER VANCOUVER'S ENVIRONMENT

The presentations by GVRD staff began with a brief review of the Livable Region Strategy as related to environmental goals. In the 1975 strategy, three major environmental objectives were outlined: maintaining views, protecting significant wilderness areas such as shorelines and wetlands, and improving access to recreation areas. It was noted that since the 1970's the function and the mandate of the regional district has changed. In addition to providing services in response to development, the GVRD is now being asked to play a proactive role in creating a high quality environment in the region. In recent years, new questions regarding the environment have arisen: what is the role of the GVRD in relation to other governments? What are the priorities for expenditures?

Environmental needs and projections of future expenditures were given in the reviews of plans for Liquid Waste Management; Solid Waste Disposal, including recycling; Air Management; and Regional Parks. In all cases the costs are expected to rise and will have to be evaluated in the context of other needs in the region.

Following these presentations, Dr. Walter Hardwick, Chair of the Regional Challenges Seminar Series, asked participants to briefly evaluate the progress made over the past fifteen years towards developing a livable region. Participants covered a wide range of topics, which can be loosely grouped in the following themes. There was a noticeable absence of dominant issues in the statements by participants but, overall, they were concerned that environmental quality in the region can be and should be improved.

Growth and Pollution - Substantial population growth during the past 15 years has lead to increased pressure on the natural environment. Many participants raised the need to consider the cost of environmental protection as a result of growth who pays? What is our ability to pay? What is our willingness to pay? One of the most important issues for politicians in the 1990s, it was suggested, will be balancing the public's demand for environmental protection with the ability of governments to pay. It was noted that it is often possible to address 95% of a pollution problem but that is was very costly to deal with the last 5%. The participants were asked how much action is necessary for public health and environmental quality, how clean is clean?

It was suggested that much of what is called environmental protection is really tinkering and is not focussed on the root problem - consumerism. The most urgent problems, it was suggested, are not amenable to technological solutions.

Some participants felt industry will eventually have to install pollution control systems with zero effluent. It was suggested that the incidence of accidents which adversely affect environmental quality is likely to increase.

Agricultural Land - It was suggested that although many people view agricultural land as open space, it should be considered as a working landscape. Agricultural land has implications for the economy, but also air quality, water quality and other aspects of the environment. Better means of integrating agricultural lands into communities need to be found.

Urban Design - Concern was raised about the need to preserve views, particularly of treed mountainsides as development moves east. It was suggested that there many opportunities exist for the design service industry to make a positive contribution to the creation of a livable region.

Research and Scientific Knowledge - A variety of points related to this theme were made:

- It was suggested that while considerable progress had been made, we have not used the knowledge we had in the early 1970's to address environmental issues. The question is how to make political choices in

a timely fashion. We cannot afford to wait and study, it was suggested. The issues are uncertain and value judgements will have to be made.

- Participants also touched on the issue of how to set standards for environmental impacts: only on a scientific basis? through public opinion? The wisdom of using legal guidelines needs to be re-evaluated, it was suggested. Economic incentives may be more effective.

- The need to develop indicators of regional livability, in a manner similar to the air pollution index, was identified.

Role of the Regional District - A number of participants felt that regional planning powers need to be re-established to address environmental issues. Because many environmental problems go beyond local and regional control, however, inter-governmental cooperation will be required. The example of Greater Vancouver's airshed stretching into the Fraser Valley and the administrative barriers to action was provided. It was noted that channels of communication, especially with the provincial government, will have to remain open.

Role of the Public - It was suggested that new forums for decision-making, such as this seminar series, will become increasingly important, but definitely need to be followed up with action plans to remain credible. Several participants observed that the public is now less willing to have experts dictate to them.

Air Quality - Comments regarding air quality fell into two categories of concerns: the regulation of sources and the use of the automobile. Concern was expressed as to how well the region is monitoring particulates. There was also concern expressed about the rapid growth of the petro-chemical industry in Burrard Inlet in the absence of an environmental review.

Air quality will be negatively affected as the region grows, it was noted, due to the increased number of vehicles. The region needs to work with BC Transit and identify areas where transit will work most effectively. The lack of availability to the public of alternatives to the conventional automobile, whether electric vehicles or alternative fuel vehicles, was identified as a concern.

Parks - Regional parks represent a high profile and successful part of the Livable Region Strategy. The region has been successful in acquiring parklands, but, with increasing population, some participants saw a need for greater cooperation among jurisdictions. Given the growth of population eastward in the region, it was also noted that the Upper Fraser Valley will soon need an upgraded parks function. The opportunity for better coordination between provincial and regional parks was identified.

Water - Questions regarding the security of supply and levels of purity for drinking water were raised and it was suggested that these may be the second and third most important issues in the region following air quality. A related question raised was groundwater contamination from storage tanks.

Solid Waste - Strong support for waste reduction and recycling was expressed by the seminar participants. It was suggested that the business sector could play an active role in these areas.

Future Considerations - Some participants felt the public needs education in environmental issues because individual action can have a substantial affect on the region's environmental quality. Opportunities for alternative forms of development exist, such as those put forward by the Healthy Communities project and the move to sustainable development. As participants pointed out, however, a consensus on the meaning of these terms needs to be developed. In addition, how will the region cope with the predicted global warming and consequent rise in sea levels?

Underlying these themes was some discussion about whether people's attitudes have really changed over the last fifteen years. Although people are more concerned about environmental quality, consumerism is still on the increase. Another general point raised was that the definition of environmental quality is relative: we are doing very well in Greater Vancouver compared with other metropolitan areas.

THE GREENHOUSE EFFECT AND MUNICIPAL GOVERNMENT
DR. DANNY HARVEY, UNIVERSITY OF TORONTO

The noon hour presentation, attended by an overflow audience, was co-hosted by the New Westminster Chamber of Commerce. Dr. Danny Harvey, a climatologist and co-chair for the City of Toronto's Special Advisory Committee on the environment, described how the greenhouse effect could affect communities and what actions might be taken. The direct impacts include climate warming, changing precipitation patterns, and rising sea levels. Required might be government action such as improvements to diking and policy and legislative initiatives, at all levels of government, to reduce the build-up of greenhouse gases created by human activity.

Dr. Harvey acknowledged that although some scientists are skeptical about global warming, there are sufficient, logical reasons to start taking action now. The existence of the greenhouse effect, a protective layer of gases in the earth's atmosphere, is a certainty. He also pointed to the fact that human activity is the major cause of increasing concentrations of carbon dioxide, methane, nitrous oxides and chlorofluorocarbons (CFCs) in the atmosphere. Therefore, he noted, scientists are highly confident that the build-up of greenhouse gases will lead to global warming. Although scientists have somewhat less confidence in their predictions of changes in temperatures and precipitation, Dr. Harvey pointed out they agree that action needs to be taken now to reduce emissions into the atmosphere.

The most significant measure to reduce carbon dioxide emissions, Dr. Harvey suggested, is to increase energy efficiency in all sectors. This measure may also create employment and reduce the economic and health costs associated with the pollution from energy production. Municipalities can help increase energy efficiency through:

- improving district heating systems,
- conducting energy audits of major buildings, and
- using the building permit system as a means of encouraging developers to use the most energy-efficient technologies and designs.

Although most of BC's energy is derived from hydro-electricity, reducing peak demand in urban areas reduces the operating time of the Burrard Thermal Plant and further delays the need for additional dams. Dr. Harvey noted municipalities can also get involved in developing alternatives for automobile transportation, one of the largest sources of greenhouse gases. For example, he said public transit can be subsidized through higher parking fees that reflect the true environmental and social costs of private automobiles. Bicycling could become a viable transportation alternative if adequate consideration was given to developing bicycle lanes. Walking becomes more desirable if urban areas contain a greater density and diversity of land uses, similar to the development in European cities.

Dr. Harvey concluded that municipal governments can play a key role in reducing the emissions of greenhouse gases because they have the most contact with and are most responsive to the grassroots population.

ENVIRONMENTAL ISSUES - GROUP DISCUSSIONS

During the afternoon, participants were then invited to break into six small groups for more detailed discussions. The groups were asked to identify what priorities the GVRD should focus on in the review of the Livable Region Strategy, and also identify the current constraints and opportunities facing the GVRD. The following outlines the highlights of the group reports.

Water

Various perspectives on the issue of water quality were discussed: supply, demand, research, and pollution. The group reported that constraints facing the GVRD include:

- the capacity of the liquid waste infrastructure to handle a larger population and greater per capita use of water.
- the perception and experience that information regarding water quality, especially permit violations, is difficult to obtain.
- the conflicting demands on drinking water supply by the public who want greater purity and less chlorination.
- the threat of natural disasters to the security of the water supply.

- the threat of oil spills to the marine environment as the result of increased tanker traffic in Burrard Inlet.
- the lack of research monies to develop ambient and effluent discharge standards.

In terms of opportunities related to water, the following points were made:

- alternate sites exist in the harbour for redevelopment of industrial activities which may result in improved water quality.
- the GVRD's watersheds have good protection and it should be maintained.
- the high water quality at local beaches should be a boon to tourism.
- the public is willing to be more involved in management issues and there are now increasing opportunities to do so.
- pollution control costs are often overstated and more realistic estimates should be developed.

Conservancy/Views/Aesthetics/Recreation

This group identified over forty specific issues and also determined that a general theme unified these issues: the need to concentrate development to conserve. With this theme in mind, the issues were grouped into five sub-categories, representing major areas of concern.

- Planning - including the need for revised regional land use strategy, preserving the ALR, planning for future growth, managing urban vegetation, and stewardship.

- Administration and structure - expanding the GVRD planning boundaries for interagency cooperation and planning, creating a databank for technical expertise and contacts.

- Education and understanding - coordinating public information activities for effective comment and public input, expanding environmental education to schools and adult sectors.

- Cost and budget concerns - developing more effective means of setting priorities for activities, developing methods to evaluate and balance public concerns with the ability to pay, more even distribution between public and private development cost.

- Specific issues - improving environmental design, advancing open space conservancy.

Solid and Toxic Waste

This group felt that the over-riding issue was to deal with waste reduction as well waste management. This approach would be supported by developing a comprehensive model of a waste reduction/management plan, which could be transferred to other areas; coordinating regional and provincial plans so that municipalities are not acting unilaterally; and focussing energy and resources on reducing waste and re-using materials. This group felt that

GVRD should lobby and educate other levels of government similar to what is now being done in Toronto with the Solid Waste Environmental Assessment Plan (SWEAP) report. In addition, they felt the GVRD needs to develop and enforce comprehensive legislation in support of such a plan, including incentives to not waste. Finally, hazardous wastes, especially from households, should be diverted from the waste stream and treated separately, to minimize disposal problems. This group noted that controversy still exists over the option of generating energy from garbage.

Air

Given that automobiles are the most significant source of air pollution, this group recommended that to improve air quality, the GVRD should concentrate on reducing the need for automobiles. Recognizing that car use is a social and personal decision, incentives and educational approaches might be most effective to change peoples' behavior. A wide variety of approaches will have to be used to minimize the restrictions on peoples' freedom to move.

Another issue raised was the difficulty in managing air quality. Should standards or guidelines be used? It was suggested that someone (e.g., administrators and politicians) will have to wrestle with deciding what proportion of the population to protect. Is it realistic to aim for 100 percent protection given the high incremental costs of achieving the last five percent of protection? The group cautioned participants to not set goals that are unattainable.

Risk Including Natural Hazards and Global Warming

This group identified a number of priority areas:

- Risk from inappropriate land use controls - It was suggested that there is a need to re-examine controls in view of two issues:

  i) If and when global warming occurs, food supply will become scarce unless agricultural areas are protected;

  ii) Roads and highways use 25 to 40 percent of urban land; this land could eventually be used for infill housing.

- Risk from oil spills - Vancouver Port has experienced a significant increase in crude oil exports since 1984 and further increases have been approved. There is a lack of knowledge of the risks and hazards of these operations.

- Risk from growing economy and consumerism - This may lead to pollution and depletion of resources. It was noted that municipalities have few powers in this area.

- Risk of being unrealistic - Many proposed actions are ahead of what the public is willing to accept; e.g. restricted use of the personal automobile. There are economic and political risks in balancing public expenditures and determining which proposals are most beneficial and acceptable to society.

Working Landscapes and Open Spaces

This group agreed that farmlands need to be preserved for strategic reasons but also that farmers require more support to help achieve this goal. It was suggested that ways must be found to better integrate farm and urban land uses, such as having farmers on committees dealing with land use questions. The group was divided on whether goals and objectives for agricultural lands should to be set on a regional basis, but be implemented locally.

The issue of equity was raised as an important consideration. How best to compensate farmers for preserving land? If agricultural lands are considered open space, then those who benefit should pay for this use.

Additional comments included the viewpoint that what is really needed is a better balance between jobs to reduce urban sprawl and thereby pressure on agricultural land.

SEMINAR CONCLUSION

The seminar wrapped up with Dr. Hardwick inviting participants to submit written comments to the GVRD about any ideas presented at this seminar. Dr. Harvey, the guest speaker then provided the following comments. He focussed on issues he felt were not raised by participants.

Dr. Harvey questioned whether methane emissions from landfill sites were being monitored and captured as an energy source because methane is the second most significant component of greenhouse gases. He was informed that a cement plant in Richmond uses methane from the now closed Richmond landfill site.

With regards to water, he suggested there is potential for the waste heat from households to be used as a secondary energy source. Further, that governments and industry need to consider closed waste cycles such that nutrients in the water are used rather than dumped into the ocean or river, ensuring that toxins do not enter the waste stream in the process.

Dr. Harvey pointed out that deltaic areas, such as Richmond and Delta, will have to consider, in addition to rising sea levels, the problems of choking off natural sediment flows due to diking.

In his last point, Dr. Harvey noted the impending crisis of finding funds to undertake projects that people consider necessary. Cities such as Toronto are tapping into private, rather than public, funds to complete a new subway. Dr. Harvey noted that our society is enormously wealthy and the perceived lack of public funds should not be seen as a constraint.

Dr. Hardwick concluded the seminar by thanking participants and repeating his invitation to submit written comments.

PARTICIPANTS – REGIONAL CHALLENGES SEMINAR
IMPROVING THE ENVIRONMENT: WATER, LAND & AIR
JANUARY 12, 1990

Toivo Allas, Solid Waste/Liquid Waste, GVRD
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Dr. John Blatherwick, Medical Officer of Health, City of Vancouver
Edith Bettison, Boundary Bay Conservation Committee
Ben Boer, Environmental Law Research Centre, MacQuarie University, Sydney, Australia
Carol Boothroyd, Burnaby Citizens for Environmental Protection
Mayor Bob Bose, District of Surrey
Bob Bossin, Call For Inquiry
Dr. V.R. Brink, B.C. Federation of Naturalisits
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Alderman Kathy Cherris, City of New Westminster
Art Cowie, Chairman, Vancouver Parks Board
Don Cummings, Save Richmond Farmland Society
Dr. Chad Day, Natural Resources Management Program, Simon Fraser University
Wayne Dickinson, Director of Planning, Corporation of Delta
Dr. Tony Dorcey, Director, Westwater Research Centre, UBC
Gordon Dowding, Recycling Council of B.C.
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Rick Hankin, Manager, Parks Dept., GVRD
Dr. Danny Harvey, University of Toronto
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Tom Johnson, Western Delta Property Corp., B.C. Properties
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The Greenhouse Effect and Municipal Government

by

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Luncheon Address to the

Regional Challenges Seminar

of the

Greater Vancouver Regional District

12 January 1990

1. Introduction

The so-called "greenhouse" effect is emerging as the single most important global environmental issue, having captured public and political attention after two decades of increasing alarm from the scientific community. The greenhouse effect will significantly impact all economic activities, as well as efforts for sustainable development in Third World countries, and will tend to worsen a number of other environmental problems such as ozone depletion, urban air pollution, acid rain, land degradation and desertification, and species extinctions and the associated loss of biological diversity.

The greenhouse effect will impact municipal level governments in two ways: one is through the impact of climatic warming itself, and the other is through legislation and policy initiatives at various levels of government designated to reduce the buildup of greenhouse gases and to eventually stabilize their concentrations.

As noted by Hegel, new intellectual advances involve a dialectic between a thesis and an anti-thesis. As far as the media and public are concerned, 1988 was the year of the thesis: that the climate has warmed 0.5C over the past century, that this warming is due at least in part to the buildup of greenhouse gases resulting from human activities, that further buildup of greenhouse gases poses a serious global environmental threat, and that we should do something about it as soon as possible. 1989 was the year of the anti-thesis: in that year we saw a mobilization by a minority of scientists and pseudo-scientists of questionable credentials and/or motives who argued that there may not have been any warming at all during the past century, that whatever warming did occur might have been due to sunspot variations, that future warming due to further greenhouse gas buildup is unlikely, and that in any case it would be rash or foolish to reduce greenhouse gas emissions because any actions are misleadingly claimed to be "costly" or likely to undermine international competitiveness.

In today's luncheon address I would like to very quickly outline what is known about the greenhouse effect with total confidence, with high confidence, with moderate confidence and no confidence at all. Secondly, I want to quickly outline the response options being considered at the national and provincial levels by the Federal-Provincial-Territorial Task Force on Energy and the Environment. Lastly I want to say some things about appropriate responses at the municipal level, with particular reference to a set of recommendations submitted to the City of Toronto by a special advisory committee, of which I am Co-Chair.

2. Scientific Overview

What do we know with complete confidence?

First, we already have a substantial greenhouse effect and have had so since the formation of the Earth's atmosphere. Without the present greenhouse effect, the Earth would be 34°C colder. The greenhouse effect is not a theory, it is an empirical fact.

Secondly, if the concentration of greenhouse gases increases, there will be a tendency for the climate to warm.

Thirdly, the concentration of carbon dioxide, methane, nitrous oxide, and the chlorofluorocarbons or CFC's - all of them strong greenhouse gases - have increased over the past two centuries, and the increase in every case is a result of human activities. The recent buildup of carbon dioxide, methane, and nitrous oxide is illustrated in Figure 1. The undeniable reality is that Humankind is significantly influencing the composition of the atmosphere at a global scale.

What do we know with high confidence?

We are very confident that globally averaged climate has warmed by about 0.5°C during the past century, after taking into account the effect of increasing urbanization and other factors on measured temperature. Figure 2 shows the variation of estimated globally averaged surface air temperature during the past century.

Although there has been a long term warming which coincides with the buildup of greenhouse gases, examination of proxy indicators of climatic change during the last 1000 years indicates that there have been similar periods of warming in the past, when greenhouse gases were not increasing. Thus, on the basis of the observational record alone, one cannot attribute the most recent warming to the build up of greenhouse gases. However, we are certain that an increase of greenhouse gases will tend to warm the climate, so we believe that at least part of the warming this time is due to the build up of greenhouse gases. The key questions are: was something else also contributing to warming, so that the effect of greenhouse gases alone is small, or was something else tending to cause cooling, without with the effect of the greenhouse gas buildup would have been even larger?

Now for areas of moderate confidence.

A convenient way of quantifying the magnitude of the enhanced greenhouse effect predicted by computer models is by examining the increase in global mean surface temperature in a computer simulation if we suddenly double the amount of carbon dioxide in the atmosphere, and wait for the climate model to adjust to the new carbon dioxide concentration. Let's call this the doubling sensitivity.

The big unknown in computing the doubling sensitivity is the role of cloud changes. With fixed clouds, the doubling sensitivity is about 3°C. Several recent models with variable cloud gave a doubling sensitivity of 4-5°C, implying that clouds acted as a positive feedback. The most recent results give a doubling sensitivity of only 2°C, implying a strong negative cloud feedback. Those arguing for no action on the greenhouse problem have seized these results as proof that the uncertainties are too large to justify remedial action.

Yet it is exactly because of the large uncertainties that some actions should be taken to reduce the buildup of greenhouse gases, as an insurance policy. The uncertainties could work either way, acting to make to make

the problem much less severe than, or much worse than, middle-of-the-road scenarios. Minimal prudence demands that we base policies on plausible worst case scenarios, particularly since there are many policy responses to reduce greenhouse gas emissions which are highly desirable in their own right and entail no net cost to society.

Furthermore, even a doubling sensitivity of $2^{o}C$ implies significant negative impacts from climatic change if efforts do not begin with the next decade to reduce global greenhouse gas emissions. I do not believe that the uncertainly will ever be reduced below a factor of two until the climatic change has already occurred, by which time it will be far too late to do anything. Like it or not, we shall have to make important policy decisions in the face of large, irreducible uncertainty.

The area where we have low or no confidence is just that which policy makers and politicians would like to know the most: the regional and seasonal details of climatic change. Unfortunately, models which agree closely for globally averaged changes often give completely contradictory results for individual regions. All that can be said is that some regions will loose and other regions, at least initially, will "win". Furthermore, "winners" at one time might become losers at another time if open-ended climatic change is allowed to occur, or occurs uncontrollably. The climatic change problem is thus one of risk - a risk which grows with time as long as greenhouse gases are increasing.

3. Federal-Provincial-Territorial Task Force

Canada contributes about 2% of the global fossil fuel emissions of carbon dioxide, the principle anthropogenic greenhouse gas. On a per capita basis, however, we are one of the worst culprits in the world, emitting about 18 tonnes of carbon dioxide per person per year.

The Federal-Provincial-Territorial Task Force on Energy and the Environment examined the feasibility of reducing national emissions by 20% of 1988 emissions by the year 2005, as called for the 1988 Changing Atmosphere Conference held in Toronto. The projected emissions in 2005 for two business-as-usual scenarios of the National Energy Board (NEB) and as used by the Task Force are given in Table 1. Also given in Table 1 are measures for reducing emissions.

I would like to make the following points:

1) Improvements in the efficiency with which energy is used in all sectors represent the single most important measure for reducing carbon dioxide emissions. This does not involve any reduction in the services energy provides, but simply using the best available, cost-effective technology to get more for less. It is my personal opinion, based on the caveats found in the report on which this analysis is based and based on general discussions with Amory Lovins, that the potential savings from efficiency improvements using technologies that are already available is probably significantly underestimated.

2) A narrow definition of economically attractive is used. A measure is considered to be economically attractive if the discounted present value of the energy savings over the life of the end-use technology is greater than the cost of the efficiency improvement. The calculation of economic attractiveness does not assign any economic value to the many other benefits of reduced energy use, such as reduced pollution (which often has significant economic and health costs), reduced need for aesthetically objectionable power transmission lines, and reduced frequency of oil spills. As well, measures to improve end-use efficiency create more jobs than most projects to increase energy supply. If economic value is assigned to all of these benefits, then the cost-effective potential is greater than indicated by conventional economic analysis.

4. Role of Municipalities

I do not believe that we are standing on the edge of a precipice with respect to the greenhouse effect. Nevertheless, we have to quickly implement whatever emission reduction measures can be implemented quickly, and we have to begin now to undertake long term adjustments in the way we build cities and run our economy which, although not giving immediate results, will cause significant greenhouse emission reductions over a period of 30-50 years.

Figure 3 gives the relative shares of carbon dioxide emissions of different sectors of the economy for British Columbia. The transportation sector is the single largest source of carbon dioxide in British Columbia, with automobiles and light duty vehicles alone responsible for about 25% of provincial emissions. Nationally, automobiles and light duty vehicles are responsible for about 50% of carbon monoxide emissions and 24% of nitrogen oxide emissions, which indirectly contribute to the buildup of several other greenhouse gases.

Figure 4 shows the sources of energy used to generate electricity in British Columbia. Because of British Columbia's rich hydroelectric resources, electricity generation contributes only 1.3% of British Columbia's carbon dioxide emissions.

Figure 5 shows 1986 energy use in different sectors of the British Columbia economy, and the National Energy Board's low and high projections for year 2005. We see that the use of oil, coal, and gas is projected to increase substantially, implying an increase - not a decrease - in carbon dioxide emissions.

What can municipalities do to help reverse this trend?

Municipalities can play a key role in helping to introduce energy savings measures in the use of electricity in the residential, commercial, and institutional sectors. In the case of British Columbia, a negligible amount of electricity is currently produced using fossil fuels, although the fossil-fuel share of total electricity generation is projected to grow to 10% by 2005. More importantly, any excess hydroelectric capacity

resulting from reduced electricity demand could be exported to Alberta, thereby displacing coal-fired electricity and reducing carbon dioxide emissions.

Secondly, wherever district heating and cooling systems exist, these can be upgraded to the most energy efficient heat and electricity cogeneration systems possible. In the case of Toronto, the potential exists to supply 25% of the city's peak power demand in this highly efficient way, thereby displacing power produced from Ontario Hydro's inefficient coal-fired plants. Here, such systems could eliminate the projected need for coal in British Columbia and displace some coal-fired plants in Alberta.

Thirdly, municipalities can become actively involved in performing energy audits of major energy-using buildings within their jurisdiction and, through the planning and building permit process, can stimulate use of the most energy-efficient technologies and designs in new buildings.

The most difficult area is the automobile. Every effort must be made to reduce the use of the automobile and to promote alternative modes of transportation such as public transit, bicycling, and walking. Among the short term actions municipalities can undertaken are:

1) To develop, in cooperation with the province, a system of enforced high occupancy vehicle lanes on highways and major arteries.

2) To dramatically increase parking rates in city curbside meters and parking lots and to significantly tax commercial parking lots so that the cost of using a car begins to reflect the enormous environmental and social costs of the private automobile.

3) To use increased revenue from parking rates to make whatever incremental improvements possible in the public transit system, assisted in places by provision of express bus lanes.

4) To aggressively promote bicycling as an alternative mode of transport, including development of comprehensive systems of dedicated bicycle lanes, adequate bicycle parking facilities, and other infrastructural facilities for cyclists.

In the long run, we need to undertake massive development of efficient, rapid transit within major cities and extensive regional train networks linking satellite centres to the main centre and to each other.

As well, we need to begin designing and building cities which do not create dependence on the automobile. This means increasing the density of existing urbanized areas, rather than permitting endless urban sprawl which consumes precious farmland. This should be done in such a way that places where people live, work and shop are all within walking distance of one another. In Toronto we are considering re-developing many of the major arteries along European lines - the so-called "Main Street" proposal in which 4-5 stories of housing accommodation occur over commercial space, and streets are redesigned to make them lively, interesting areas. The City

has launched an international, $50,000 international competition for prototype designs, and it is estimated that an additional 500,000 people can be accommodated in Metro Toronto in this way.

Incidentally, one thing all the models seem to agree on is that conditions of agriculture in California - the continent's main fruit basket - will deteriorate. On the other hand, limited climatic warming might be beneficial for agriculture in the Lower Mainland. Capitalizing on this opportunity means not loosing another square meter to development, and provides another reason for replacing urban sprawl with more compactly designed cities.

5. Conclusion

As the above examples indicates, municipal governments can do much to address the serious and growing problem of greenhouse gas buildup. In implementing the measures outlined above, several other environmental and economic benefits will accrue.

We have heard a lot a flowery rhetoric from the federal government about the greenhouse problem, but no action so far. I personally hold out little hope of any initiatives or leadership coming from the federal level. There is some grounds for hope at the provincial level. But the real hope lies at the municipal level. Municipal governments, being closest to and most responsive to the grassroots population, can collectively make a significant impact, and can provide the leadership and set the examples needed to spur higher levels of government to action.

Table 1

a. Projected Canadian Energy Use and CO_2 Emissions

Primary Energy (petajoules)	1988 Use	Approximate Increase 1988–2005 NEB Low	NEB High	Task Force
Coal	1040	477	918	870
Oil 3066	602	693	1370	
Natural gas	2215	931	1260	1070
CO_2 emissions (million tonnes):	473	598	649	706
Reduction required (million tonnes):		222	274	327

b. Measures to Reduce CO_2 Emissions

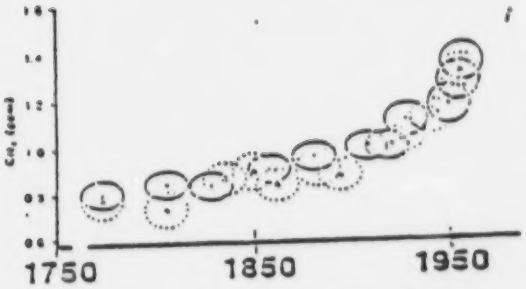
Item	Savings Economically Attractive to Society (million tonnes CO_2)	Technical Potential (million tonnes CO_2)
Fuel end-use efficiency improvements:		
Residential	9	21
Commercial	8	21
Industrial	5	36
Transport	50	69
Total	72	146
Electricity end-use efficiency improvements:	56	68
End-use efficiency total:	128	214
Non-fossil electricity replacing coal and oil additions required after demand reduction:	32	20
Non-fossil electricity replacing existing coal and oil electricity at retirement:	30	30
Natural gas replacing remaining coal and oil electricity:	24	24
Grand Total (millions of tons):	214	288

4/140

Figure 1

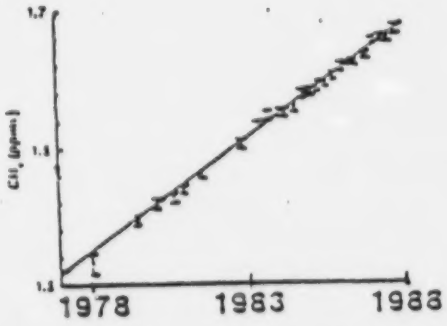
CONCENTRATIONS OF TRACE GASES FROM ICE CORE AND ATMOSPHERIC SOURCES

ICE CORE DATA



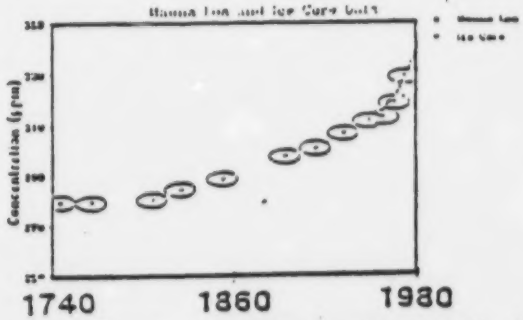
Source: Stauffer et al. 1985

ATMOSPHERIC DATA



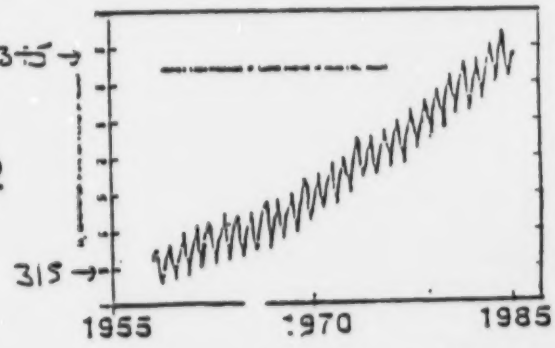
Source: Blake & Rowland, 1988

CH_4



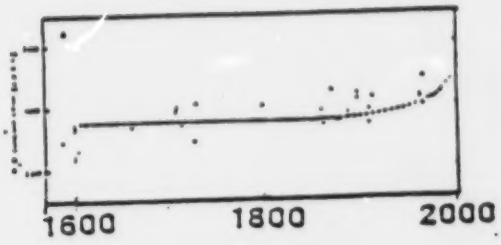
Source: Neftel et al., 1985; Keeling et al., 1982

CO_2

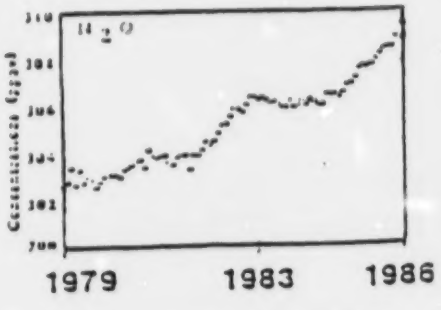


Source: C.D. Keeling, 1984

N_2O



Source: G.I. Pearman et al. 1986



Source: Khahil, 1987

Figure 2

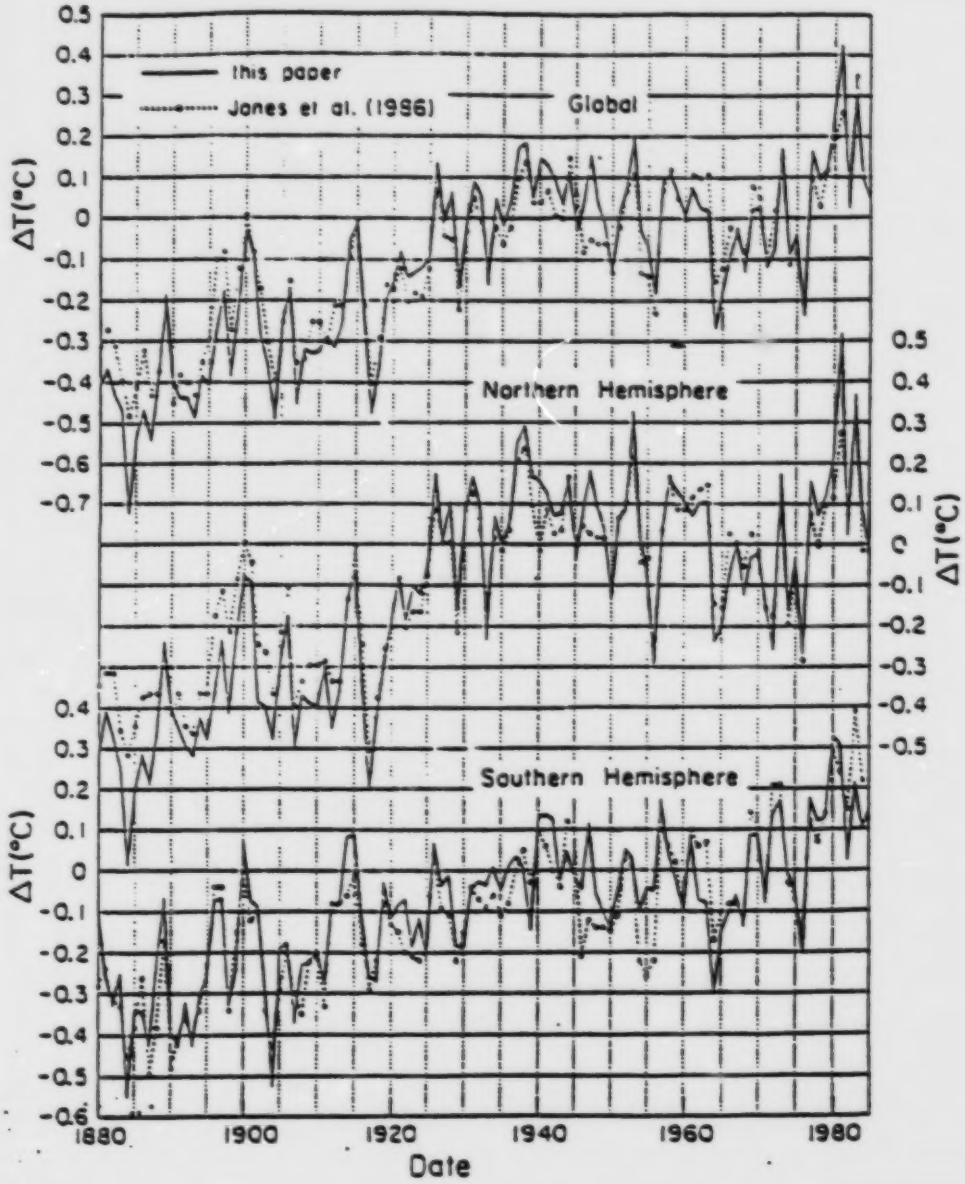

this paper
Jones et al. (1986)
Global
Northern Hemisphere
Southern Hemisphere
ΔT(°C)
Date
1880
1900
1920
1940
1960
1980

Table 1

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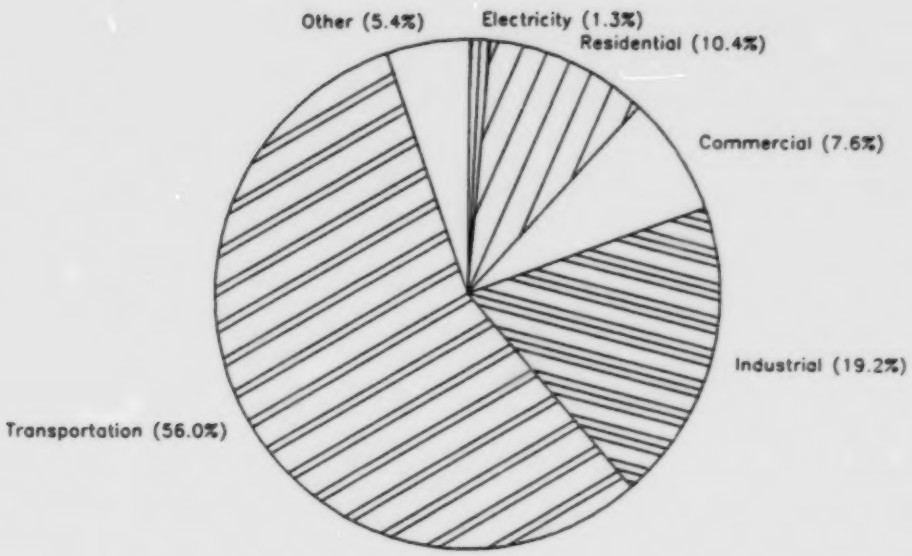
Grand Total (millions of tons):	214	288

Figure 3

British Columbia CO2 Emissions



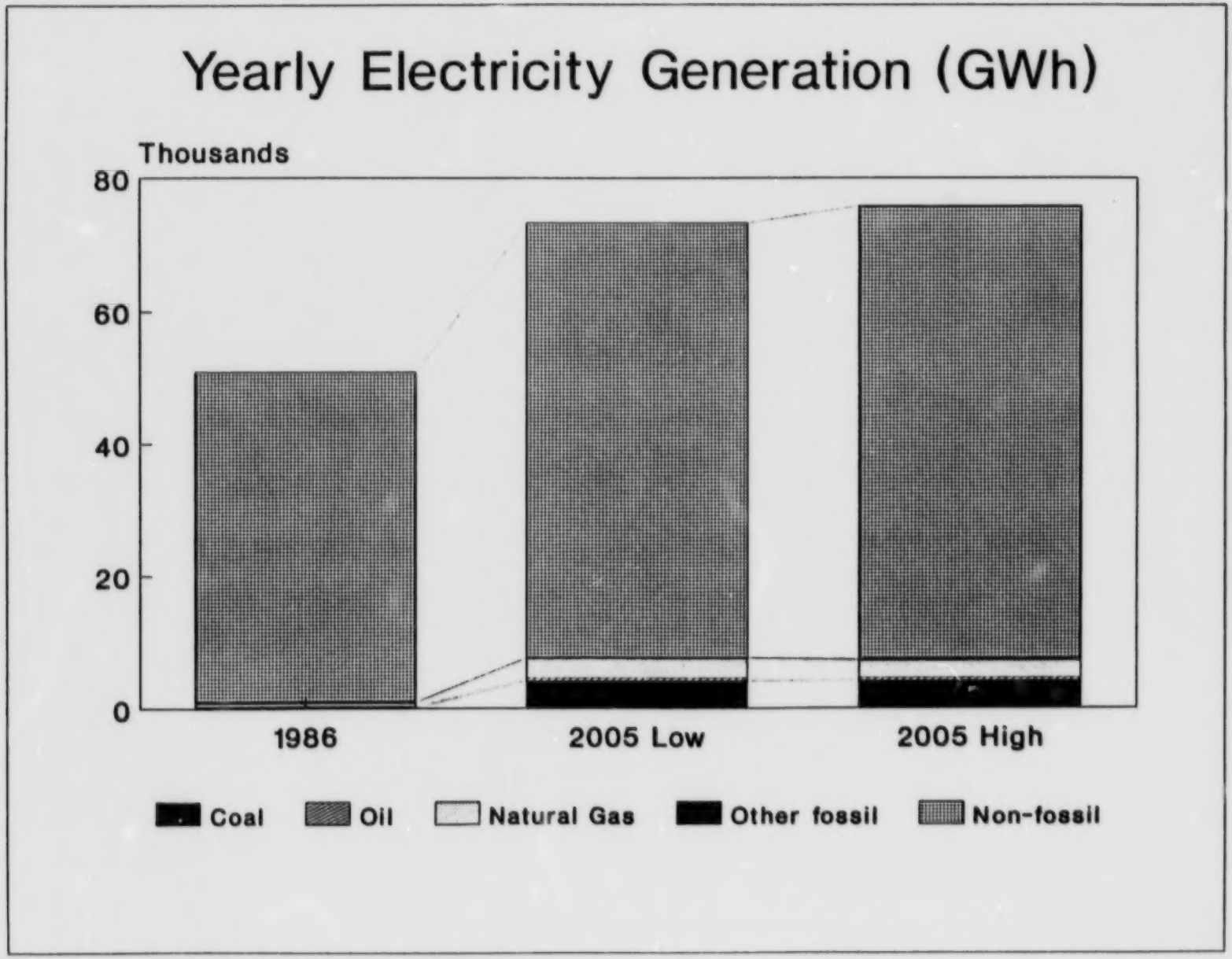
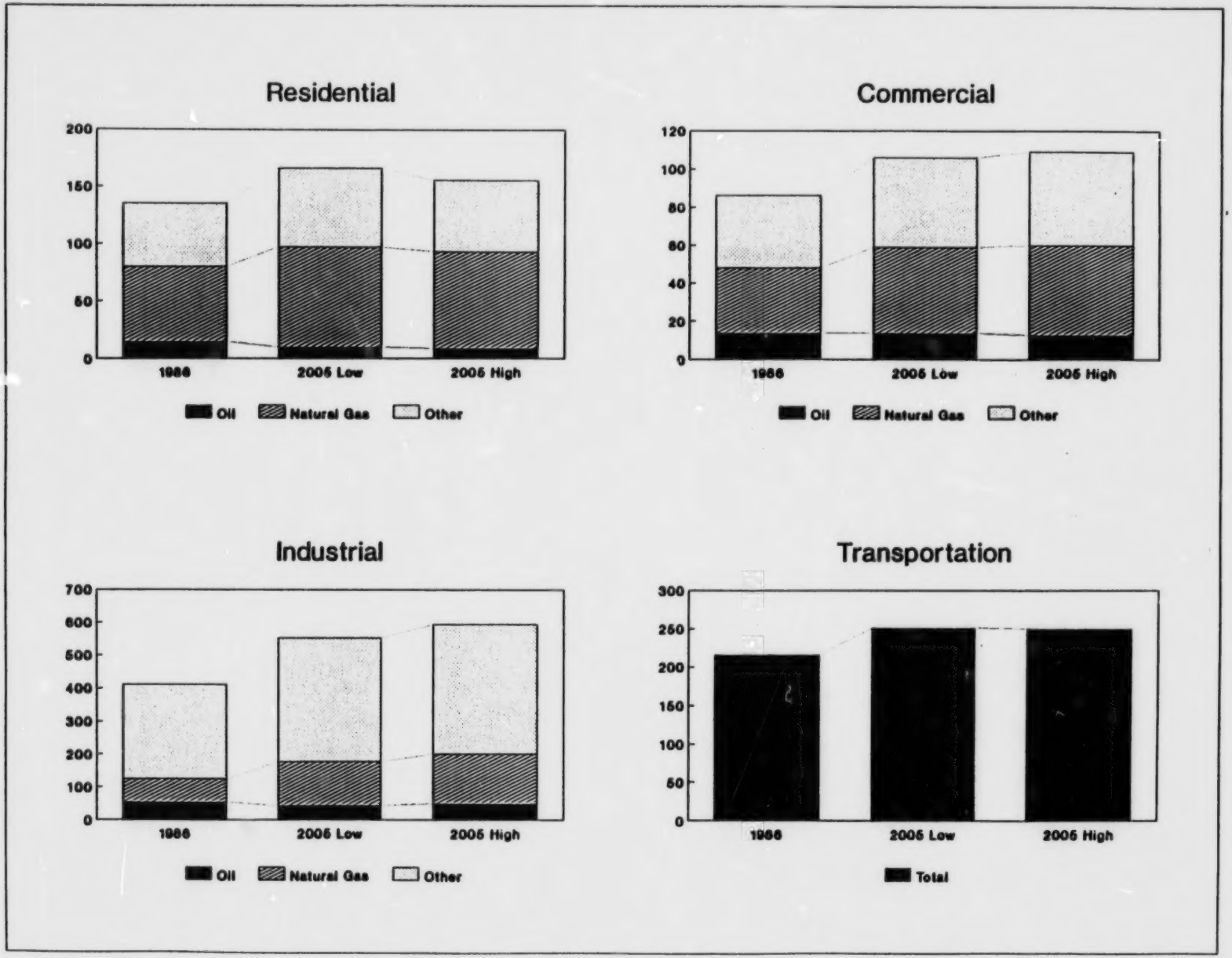

Yearly Electricity Generation (GWh)
Thousands
80
60
40
20
0
1986
2005 Low
2005 High
Coal
Oil
Natural Gas
Other fossil
Non-fossil

Fig 5


Residential
200
150
100
50
0
1986
2005 Low
2005 High
Oil
Natural Gas
Other
Commercial
120
100
80
60
40
20
0
1986
2005 Low
2005 High
Oil
Natural Gas
Other
Industrial
700
600
500
400
300
200
100
0
1986
2005 Low
2005 High
Oil
Natural Gas
Other
Transportation
300
250
200
150
100
50
0
1986
2005 Low
2005 High
Total

January 1990

A HEALTHY REGION, AN AGING REGION

REGIONAL CHALLENGES SEMINAR NOTES

On January 26, 1990, the Greater Vancouver Regional District held the third Regional Challenge Seminar, "A Healthy Region, An Aging Region." GVRD Board members and health and community care experts addressed issues pertaining to health care, healthy communities, and the impacts of an aging population.

The seminar was divided into a morning presentation and round table introductory remarks, a luncheon address by Dr. Ian Morrison of the Institute for the Future, and an afternoon of small group discussions about various aspects of the seminar topic.

OVERVIEW, AND OPENING PERSPECTIVES ON THE SITUATION

The morning began with a welcome from the Mayor of the City of North Vancouver, Jack Loucks, and introductory remarks from Mayor Bob Bose of the GVRD Development Services Committee. Mike Walker, Manager of GVRD Hospitals, Housing, and Property, then gave an overview of issues in the health care sector.

Overview from the GVRD:

Mr. Walker identified several main concerns:

- The tendency to focus on hospital planning works to the detriment of other aspects of health care planning;
- Competition between health areas for money;
- The flexibility/inflexibility of the system;
- The availability/lack of appropriate human resources.

He suggested that two of the most important facts about the health care system are:

- The tight fiscal situation;
- The shift away from hospitals as the focus of the health care delivery system.

Mr. Walker reviewed fiscal statistics about health care in the GVRD. One third of the provincial budget goes to health care, half of that to hospitals. Only a small fraction of the health care budget goes to new hospital construction. The GVR Hospital District net capital debt has been rising steadily, and is expected to rise more sharply soon. Acute care beds cost $200,000 each to build; extended care beds cost $90,000. For every dollar of capital cost, these beds cost 50 cents per year to operate.

Mr. Walker reviewed the factors in the population affecting health care: aging, stress, pollution, leisure time, and longer participation in the work force. Aging will affect the whole focus of the health care system because people are living longer, and often healthy lives, he said. An extension of current patterns, however, reveals that by the year 2000, every acute care bed in Canada will be filled by people aged 65+.

In the GVRD, population growth through in-migration is an important fact of the future, with most growth occurring south of the Fraser, where there are fewer existing facilities. This area will also experience the greatest rate of increase in the aged population.

An additional factor is the lack of sufficient staff - especially nursing staff - in existing facilities, a situation likely to worsen rather than improve in the future. Because the cost of living in the region is increasing rapidly, many nurses are leaving the region for communities where it is lower.

Mr. Walker concluded that we cannot afford the system as it is currently structured, and that we must seek alternatives to institutional care such as group homes, "granny flats," and adult day care. The various sectors of the health care system need to co-operate in planning, and avoid competing with each other for health care dollars, if the system is to meet the region's health care needs.

After this introduction, Dr. Walter Hardwick, the seminar chair, invited the participants to put forward their perspectives on the issue.

Perspectives from the Participants:

NEEDS OF THE CARE GIVERS - FORMAL (PROFESSIONAL), SEMI-FORMAL (COMMUNITY CARE GROUPS), AND INFORMAL (FAMILY AND FRIENDS).

Family care for the elderly requires supports: consideration from employers, relief services, and elder care services. The role of these people is critical. They provide most of the care, but social changes are reducing families' ability to care for their elderly. The cost of living in the GVRD is affecting the availability of nurses, and not enough nurses are being trained. Staff can be crucial to seniors' happiness in congregate care facilities. Not enough other health care specialists, volunteers and services managers are being trained. Community groups need core funding for training and management. These people reduce the time people need to spend in hospitals.

IMPROVING THE QUALITY AND AVAILABILITY OF COMMUNITY HEALTH CARE.

De-institutionalization has not been accompanied by adequate resources for community care, especially in housing. The aging population has a higher incidence of mental health problems. We need to examine other models (there are some European models worth looking at) for quality outpatient care. Group homes may not be cheaper than institutions if the proper

quality of care is offered, though home support is more cost effective when it shifts tasks from nurses to home-makers. One-point access for everyone who needs home support would be more effective and efficient.

People expect the same quality of care in the community as in an institutional setting. Public acceptance of community care alternatives to institutions will affect politicians' willingness to fund them. The principles of entitlement and universality of access to health care should not shelter people from awareness of the costs of their health care services. We need to educate people and involve them in the debates over their health care system; professionals need to relinquish some of their power in the system.

Seniors over 80 years old have the most significant impact on health care costs. Money cannot be redirected from acute care to meet this extended care need. It is important to balance needs and to avoid internal battling over the allocation of money. "Ageism" is emerging in some of the debates over serving the seniors population.

THE ROLE OF HOUSING, POVERTY AND OTHER SOCIAL FACTORS IN HEALTH ISSUES.

Housing affordability and poverty are possibly the most important factors in health, especially for seniors. Older women are particularly vulnerable. Zoning by-laws affect the options available to maintain affordable housing. A guaranteed income could possibly do more to improve the level of health than any other measure.

The Healthy Communities project is a model for interpreting government decision-making with a broad definition and set of goals for health. The longer we live, the more important it is to re-focus our attention to maintaining health.

Independence may be the most important issue for seniors. Seniors need adaptations in the physical environment to support mobility in the community. Home care, social and recreation programs, and adequate transit services are among the most pressing needs for seniors. Should programs and facilities be integrated or segregated? Many seniors are hospitalized inappropriately, and suffer worse health because of it. Nevertheless, we should not forget that a certain fixed percentage of seniors will require institutional care.

Income, physical ability, and ethnicity are important differences among seniors. One quarter of the population in this region does not have English or French as a first language, and 47% of the public school population in Vancouver has English as a second language. The problems this can entail for accessibility to the health care system are exacerbated for seniors. Quality is a secondary issue relative to accessibility for this group of people. Staff training to deal with this is a high priority. Native Canadians have not been represented in this process, and their problems are not being addressed in the system.

THE NEED FOR CO-ORDINATION AND CO-OPERATION BETWEEN COMMUNITY CARE PLANNERS AND HOSPITAL/PROFESSIONALS-ORIENTED HEALTH CARE PLANNERS.

Hospitals must involve community care agencies in health planning - they have the resources to do this. Community care groups do not get resources for this function. Some hospitals are beginning to set up joint committees with community care groups. All areas of health and community care need to work as a team. A further complication is that activities such as housing require dealing with two or more government ministries.

The province is not providing enough direction for the health care system, to guide efforts in community health planning. The private sector feels it can provide services reasonably to those who can afford to pay, and thus free up government money to help those who cannot afford institutional and home care services. Government regulations unfairly restrict what they can do. More elderly could afford to pay their own way if they used the equity they have in their homes. Municipalities can use the development process to ensure that the physical environment enhances independent living for seniors and other vulnerable populations.

Health problems are being identified as the result of social problems, but little money goes to social research compared to biomedical research. Public attitudes have something to do with this. We need to sell the public the idea that money is spent effectively when spent on prevention.

Hospitals cannot be all things to all people - some rationalization of services is needed. We need to evaluate how effective certain services are for seniors and throughout the system. Very expensive services need to be targeted to those who will benefit most from them.

HEALTH CARE CHALLENGES FOR THE 1990'S
DR. IAN MORRISON, INSTITUTE FOR THE FUTURE

Dr. Morrison presented data and analysis supporting seven conclusions about the future in health care.

1) Canada has a relatively good health care system judged on the criteria of cost, access, and quality. It is well supported by the public and does not require wholesale restructuring.

2) The pure demographic effect of aging does not increase health spending more than about 1-2% per year. The major effects of an aging population are the demand for nursing home and home care for the rapidly growing very aged (75+ & 85+) population.

3) The real cause of health care inflation in the United States is the expanding technological services being developed, particularly for the very young and the old. Physicians, governments and society will be forced to make increasingly tougher decisions about the deployment and use of technology in health care.

4) We are just beginning to recognize the links between health and factors such as life-style, education, environment, and economic status. We need to examine how best to spend society's resources to optimize the health of its citizens. It is notable that in Britain, a survey showed that people would rather be given an income supplement than see increased spending on health care. One constraint is that we cannot simply move money out of acute care into prevention.

5) Canada's system eliminates excessive duplication of facilities and technology through regional health care planning. It also assures greater quality in the procedures practiced by specialization at certain facilities; in the alternative, a place that practices a procedure sporadically generally does it badly. The disadvantage of this is geographic unevenness of accessibility and the potential for conflict and competition among communities and agencies.

6) Canada's system of a public monopoly on the payment system for health care has contributed to keeping down costs. Despite pressures on the public purse, we should view with great caution attempts to diversify the sources of health care payments.

7) Health care generates a lot of jobs, and the sophisticated skills of the system could be exported by bringing in private patients from abroad. Though this could only be done cautiously, it is a source of income which is relatively immune to international competition.

All in all, Dr. Morrison concluded, there are some serious issues to address, but the system is situated to adapt effectively to the changing health care environment.

SHARPENING THE FOCUS ON ISSUES

In the afternoon, seminar participants broke into small groups for more detailed discussion of some themes. The purpose of these groups was to generate ideas and concerns to be addressed later in the Choosing Our Future process. The following summarizes the discussion from each group.

Housing in the Community:

This group first discussed housing options and the constraints of community values and attitudes. There is often strong resistance to special forms of housing such as group homes, and to new forms of housing in an established neighbourhood. The need for and barriers to getting a fair distribution of special forms of housing among the communities of the region, and ensuring a wide spectrum of options in housing types and tenures in every community were discussed. The major demographic shifts occurring in many aspects of the population mean that some changes will have to accommodated.

Another aspect of this group's discussion was means of helping seniors to stay in their homes. Two aspects of this are various home help systems, and tax deferral schemes for seniors. Not many seniors take up the current government program for deferring taxes to be collected from the estate.

The reasons for and appropriate responses to this were discussed. The housing "market" is a very segmented one on the demand side, and much research is needed to identify the characteristics of each group, so as to be able to identify appropriate responses to housing needs.

The Link Between People and the Built Environment:

This group first established that the context for their discussion was the statement that "a Livable Region is a Caring Region." From this statement, they identified two main objectives.

1) Ensure equitable access to services, within and between communities. There was some discussion of a regional health care planning function and a regional allocation process to ensure "fair shares."

2) Creat an environment designed to enhance independent living. The group entified two aspects of this objective.

   a) Acc ssibility in location, design, and cost, or ensuring that people have choices; and
   b) personal safety in design.

It was realized in discussion that a more caring approach to design for those who are especially sensitive to it can make the environment more friendly for all of us. The example was the utility, to parents with baby buggies and movers with dollies of furniture, of a building's entrance ramp for the handicapped. A recurring theme for design improvements was physical links, in the general sense, and more specifically, transportation.

Two questions this group proposed for the Choosing Our Future Forum are:

1) Should there be a regional planning function for health care, one which is broader than hospital planning?

2) Should there be a regional role in "fair share" allocation of health, housing, and other social services?

Community-Based Services:

This group identified three main issues in their discussion.

1) What are the appropriate roles for local, regional, and the two senior levels of government in health planning?

   This group perceived a strong need for local level co-ordination among community service groups and hospitals for efficient use of resources in health planning. They discussed mechanisms for effecting that co-ordination, such as community health planning committees, and the role of municipalities. They also recognized the need to avoid inter-community competition for resources and the role a regional

planning mechanism could play. At the broader level of establishing goals and directions for the health system, and of providing support and resources for community health planning, the province has an important role.

2) How can we tie in social planning with physical development planning?

Communities need facilities and spaces in which to plan and conduct healthy activities, and places that bring people and resources together. What mechanisms should we use to incorporate social planning into development planning?

3) What mechanisms and activities are needed for bottom-up co-ordination of community services and health care?

The group noted such needs as training and supervisory support for volunteers, training for health professionals and community groups in inter-agency relations, and a co-ordinated approach to raising funds similar to that of the hospital planning boards. Participants related recent efforts at community health planning committees of hospitals of and service agencies, and efforts at cross-fertilization among health care groups. The Healthy Communities projects were was referred to as a model.

This group determined that the principle motivating their desire to get bottom up community health planning is a belief that the system should enable people to be independent. This means a community that is inclusive, equitable, and accessible. It implies valuing empowerment, choices, and equity (as opposed to equality).

The Institutional Sector:

This group identified three issues for this sector:

1) The availability of institutional resources, including the problem of a shortage of acute care beds due to their use by extended care patients;

2) The delivery of institutional resources, specifically the importance of working with the community (the Victoria partnership program was cited as a good example), and the need for the hospitals to break out of traditional roles;

3) The need for region-wide planning for health.

The group identified five areas for action in this sector:

1) The province should provide incentives to plan with communities, e.g: the Victoria partnership program;

2) The GVRD should facilitate a planning process for regional health;

3) There should be intermediate care options to deal with the 10-15% who should not be in acute care beds;

4) Staff training should be a high priority, with a special emphasis on specialization in care for seniors at all levels;

5) Decide what each hospital should be doing, so as to rationalize programs and roles among facilities.

The Health Planning Agenda:

This group divided the health planning agenda into three basic tasks:

1) To determine a definition of health.

   The group generally agreed with a broad definition of health, though there was some disagreement on the details.

2) To identify the goals of a health plan.

   The group identified 10 goals: affordable housing, income security, employment, dignity, literacy, transportation, community care, independence, integration and, of course, disease care.

3) To determine methods of governance for this plan, or the roles of the various players.

The group determined that governance of a health plan should involve the community, involve public debate, and a catalytic governing body. The group noted the dangers of empowering such a group financially, and recognized the principle of power and public accountability through checks and balances.

CONCLUDING COMMENTS

The seminar wrapped up with closing comments from the two speakers of the day.

Mike Walker expressed support for the results of the days' discussion. He felt that the health sector is ready to engage in a process which will achieve greater coordination among the various health and community agencies.

Dr. Ian Morrison felt five important themes had been brought out in the discussion:

- A broad view of health and planning was required to address the issues of the 1990's.

- The move toward health promotion cannot be at the expense of acute care facilities and services.

- Research and public discussion was needed on the political and technical issues and trade-offs prior to making decisions.

- Universality in the health care system cannot lull us into thinking everyone is taken care of - we need to look closely at the needs of the groups vulnerable by virtue of age, geography, or physical ability.

- The question, and the vision of governance of the system - the roles of all the agencies and governments in health care planning - must be addressed. "You are at a point to make some deals," he said.

Dr. Walter Hardwick then concluded the seminar with a promise to circulate the summary of the day's proceedings, with a thank you to the participants, and an invitation to comment further.

4/994

PARTICIPANTS - REGIONAL CHALLENGES SEMINAR
A HEALTHY REGION, AN AGING REGION
JANUARY 26, 1990

Dr. Alan Artibise, Director, School of Community and Regional Planning, UBC
Barbara Atkins
Mayor Marilyn Baker, District of North Vancouver
Lillian Bayne, GVRHD
Dr. B. Lynn Beattie, Associate Professor, Head, Division of Geriatrics
Department of Medicine, University Hospital
Mayor Gil Blair, Township of Richmond
Mayor Bob Bose, District of Surrey
David Cadman, Information Officer, Information Services, GVRD
Ken Cameron, Manager, Development Services Dept., GVRD
Peter Cameron, Executive Director, Health Science Centre
Jack Clerkson, Urban Development Institute
Jeff Coombs, University Hospital, Shaughnessy Site
Hedy Fry, President Elect, B.C. Medical Association
Dr. Nancy Hall, Community Health Promotion Director, North Shore Health
Dr. David Hardwick, Head of Pathology, Children's Hospital
Dr. Walter Hardwick, Department of Geography, UBC
Sally Hemming, District of Burnaby
Mary Hill, National Advisory Committee on Aging
Dr. Gerald Hodge, Gerontology Research Centre, S.F.U., Harbour Centre
Lenna Jones, District of Surrey
Sheila Jones, North Shore Seniors Health Planning Project
Hugh Kellas, Administrator, Policy Development, Development Services
Department, GVRD
Judy Kilcup, United Way
Bryan Kirk, City of Port Coquitlam
Christine Kline, Regional Manager, Ministry of Health
Alderman George Laking, City of Port Coquitlam
Brent Larsen, B.C. Hydro
Gloria Lifton, Executive Director, Home Support Association of BC
Mayor Jack Loucks, City of North Vancouver
Chris Lovelace, Assistant Deputy Minister, Institutional Services
Ministry of Health
Alderman Margaret Lower, City of White Rock
Margaret MacAdam, Bigel Institute for Health Policy, Brancheis University
Ann McAfee, Associate Director, Overall Planning, City of Vancouver
Donna McCririck, British Columbia Housing Management Commission
Director Iva Mann, Electoral Area A, GVRD
Ben Marr, Regional Manager, GVRD
Carolyn Morrison, Planner, Township of Richmond
Dr. Ian Morrison, Institute for the Future, Menlo Park, California
Gunnider Mumick, Multicultural Educator, Health Dept., City of Vancouver
Dr. Brian O'Connor, Medical Health Officer, North Shore Health
Antony Parr, District of Burnaby
Alderman Corisande Percival-Smith, Township of Richmond
Alderman Gordon Price, City of Vancouver
Joe Redmond, President, International Care Corporation
Geoff Rowlands, Health Department, City of Vancouver
Mary Segal, Coordinator, North Shore Seniors Health Planning Project
Michael Sorochan, Health Department, City of Vancouver
Barry Stevenson, Corporate Strategic Planning, Surrey Memorial Hospital
Coro Strandberg, Western Society Seniors Bureau
Director Gail Taylor, Electoral Area C, GVRD
Mike Walker, Manager, Properties, Housing & Hospital Planning, GVRD
Dr. Sharon Manson Willms, Assistant Professor, School of Social Work, UBC

HEALTH CARE CHALLENGES FOR THE 1990'S

by

Ian Morrison, Ph.D.
Director, Health Care Program and
Senior Research Fellow
Institute for the Future
Menlo Park, California 94025

Luncheon Address to the

Regional Challenges Seminar on
Health Care and Aging

Greater Vancouver Regional District

January 26, 1990

Health care is an issue receiving increasing amounts of attention on both sides of the border. This presentation is from the perspective of a former B.C. health care researcher now living in California and studying the future of the U.S. health care system. The presentation will focus on seven key health care challenges that health care, in general, and the Greater Vancouver Regional District, in particular, will have to face in the 1990's. The seven issues are:

- **The Holy Trinity: Cost, Access and Quality.** Canada, unlike the U.S., has developed a health system that provides a high standard of care, on a universal basis, as a reasonable cost. The system enjoys popular support and is capable of adapting to the challenges ahead. Wholesale restructuring of the system would threaten the Canadian compromise that has been forged: if it ain't broke don't fix it.

- **Aging.** The health care system is affected by the aging of the population, but, aging will not in and of itself cause runaway inflation in health spending. At most, pure demographic effects such as aging create a 1-2% per annum increase in the use of services. The exception is nursing home and home care which is affected by the extremely rapid growth in the very old population (over 75 and over 85 year olds). The elderly also have a major effect on the health care system because they are an extremely potent force in shaping health care issues.

- **Technology and Rationing.** The real reason for health care cost escalation in the U.S. is not aging per se, but the fact that more and more services are being provided to specific age groups (particularly at the beginning and the end of life). As the range and power of technology continues to expand, physicians, government, and society will be asked to make tougher and tougher choices about the deployment and use of technology.

- **Health versus Health Care.** Increasing attention is being paid to understanding the links between health care, and other factors such as life-style, environment, education, and work experience as factors influencing health. The challenge at one level is to understand where society's resources should be spent to optimize the health of its citizens. At another level the even bigger challenge is to use the information constructively.

- **The Geography of Health Care.** One of the strengths of the Canadian system compared to the U.S. is that technology and facilities are regionalized eliminating expensive duplication. However, regionalization creates unevenness in geographic accessibility to services and the potential for conflict among communities.

- **The Public-Private Mix.** Canada has a publicly owned monopoly health insurance system. The U.S. experience suggests that a pluralistic and fragmented payment system is inherently inflationary. All levels of Canadian government, pressed by the competing claims for public resources, may be tempted to open up new payment mechanisms for health care. However, they should view any move toward a more pluralistic system with a fair degree of caution.

- **Health Care as Economic Development.** Health care is one of the key job generators in North America. It employs a sophisticated work force in meaningful work that is relatively immune to international competition. At the same time, opportunities exist to use health care related activities to expand the export base of British Columbia.

In summary, Canadians should be justifiably proud of the health care system that has been developed. British Columbia, in general, and the Vancouver region, in particular, has the resources to meet the challenges that lie ahead. However, if left unattended these challenges will lead to major problems and may threaten the health of the system.

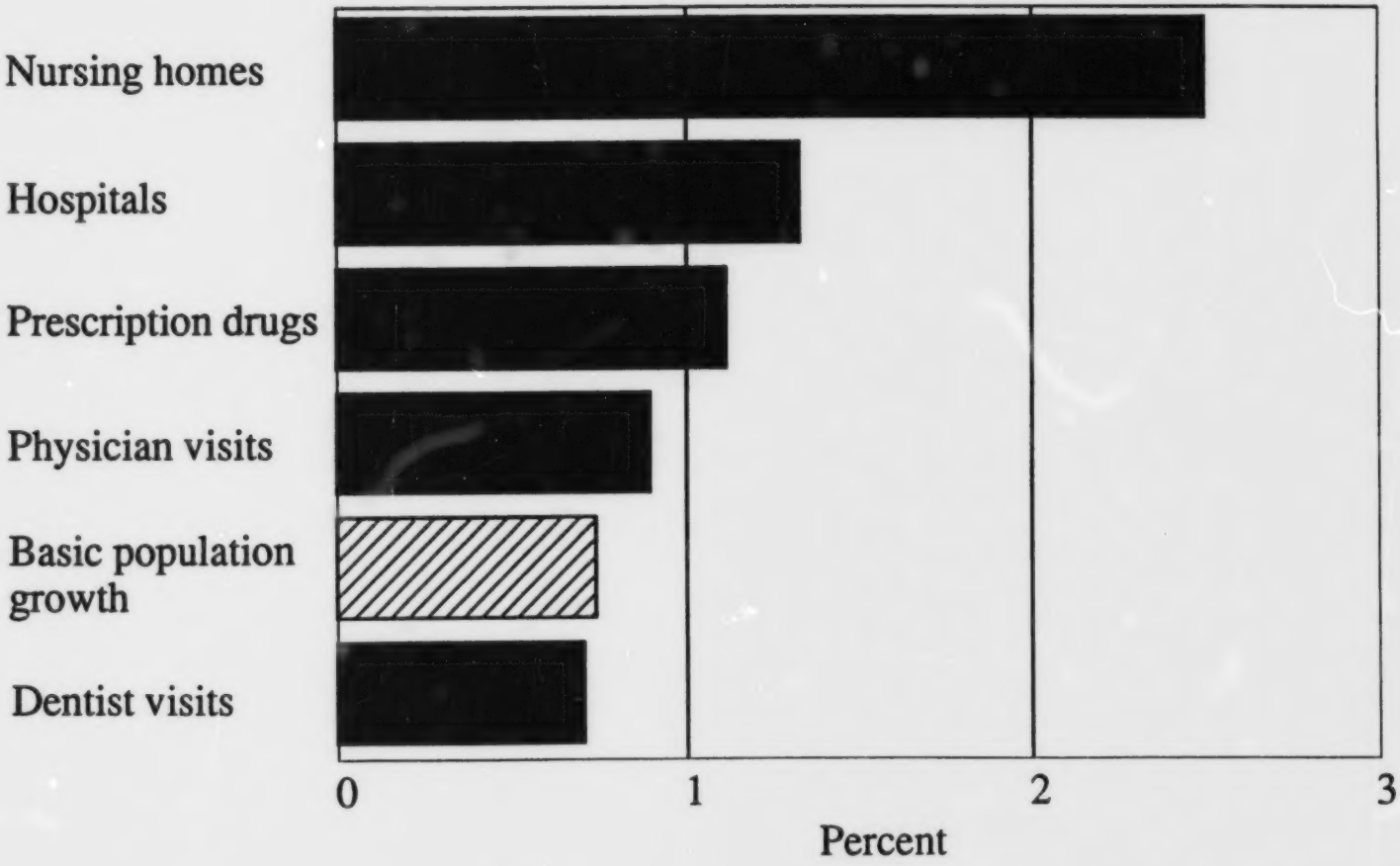
GOVERNMENT PRIORITIES

(Percent of Public Saying Government Should Spend More on Items)

	BC	*Canada*	*UK*	*US*
Defence	4	3	1	9
Education	**45**	**29**	12	**34**
Health care	23	28	**56**	24
Housing	13	16	8	12
Social Security/pension	14	21	21	20
None/not sure	1	3	2	1

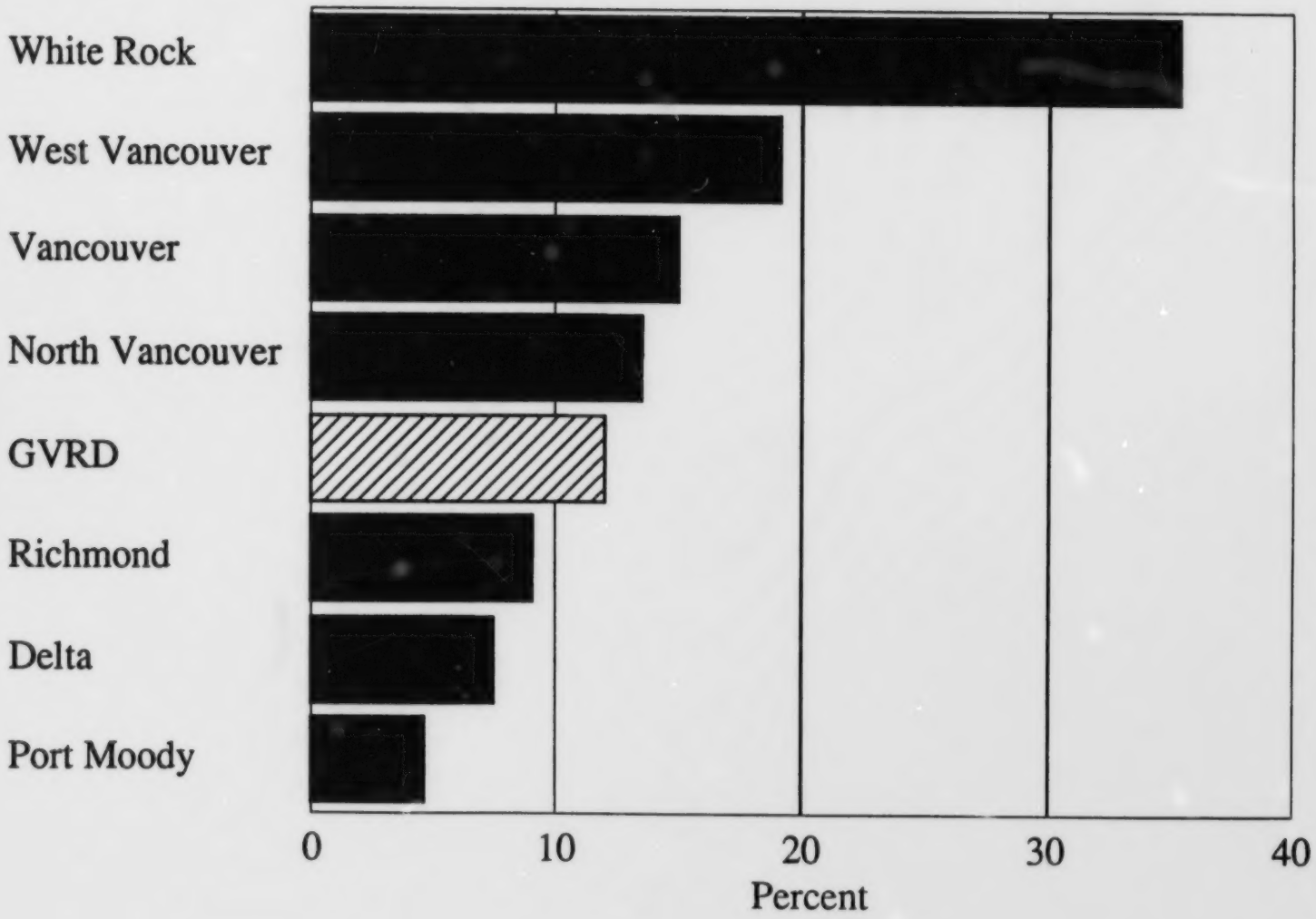
DEMOGRAPHY AND HEALTH CARE UTILIZATION

(Average Annual Growth Rate Due Solely to Growth and Aging of the Population)



ELDERLY: LOCAL VARIATION

(Percent of Population Over 65 in Selected Municipalities)



DOES THE HEALTH CARE SYSTEM WORK?

(Percent of Public)

	BC	*Canada*	*UK*	*US*
Works pretty well; only minor changes needed	50	56	27	10
Some good things, but fundamental changes needed	47	38	52	60
So much wrong it needs to be completely rebuilt	2	5	17	29
Not sure	1	1	4	1

SATISFACTION WITH SERVICES

(Percent of Public Who Are Very Satisfied with)

	BC	*Canada*	*UK*	*US*
Health care services received	73	67	39	35
Visits to doctor (those who visited in past 12 months)	75	73	63	54
Hospital experience	74	71	67	57

AMERICAN HEALTH CARE IN AN INTERNATIONAL CONTEXT

(Health Spending and Health Status Measures for Major OECD Countries, 1988)

Country	*Health Care as a Percent of GDP**	*Population Over 65 (Percent)*	*Life Expectancy (Years)*	*Infant Mortality (Rate per 1,000)*
United States	11.2	12.3	75.3	11
Sweden	9.0	17.3**	77.3	6
Canada	8.6	11.1	77.1	7
France	8.6	13.6	75.7	9
Germany	8.2	15.3	75.8	8
Italy	6.9	14.0	76.7	8
Japan	6.8	11.1	77.8	6
United Kingdom	6.1	15.5	75.0	9

*1987 data

**Estimate

Source: OECD and *Statistical Abstract of the United States*

SATISFACTION WITH MOST RECENT HOSPITAL STAY IN CANADA, THE UNITED STATES, AND THE UNITED KINGDOM, 1988

(Percent)

	Canada		*United States*		*United Kingdom*	
	Total Population	*Elderly*	*Total Population*	*Elderly*	*Total Population*	*Elderly*
Base: Had hospital stay in the past year (number)	156	36	188	55	207	55
Very satisfied	72	93	57	68	67	76
Somewhat satisfied	20	2	28	26	22	18
Somewhat dissatisfied	5	5	7	2	8	—
Very dissatisfied	0	0	8	3	2	4

Source: Harris, Three Nations Study, 1989

SATISFACTION WITH HEALTH CARE SERVICES IN CANADA, THE UNITED STATES, AND THE UNITED KINGDOM, 1988

(Percent)

	Canada		*United States*		*United Kingdom*	
	Total Population	*Elderly*	*Total Population*	*Elderly*	*Total Population*	*Elderly*
Base (number)	1,026	158	1,250	212	1,667	343
Very satisfied	67	77	35	40	37	55
Somewhat satisfied	27	18	45	41	37	24
Somewhat dissatisfied	4	3	11	8	12	8
Very dissatisfied	1	0	7	5	5	3

Source: Harris, Three Nations Study, 1989

ATTITUDES TOWARD THE HEALTH CARE SYSTEM IN CANADA, THE UNITED STATES, AND THE UNITED KINGDOM, 1988

(Percent)

	Canada		*United States*		*United Kingdom*	
	Total Population	*Elderly*	*Total Population*	*Elderly*	*Total Population*	*Elderly*
Base (number)	1,026	158	1,250	212	1,667	343
System works pretty well	56	66	10	15	27	38
Some good things but fundamental changes needed	38	28	60	52	52	38
So much wrong that system needs to be completely rebuilt	5	4	29	29	17	16

Source: Harris, Three Nations Study, 1989

GOVERNMENT PRIORITIES

(Percent)

"If the government were to spend more money on only one of the following, which would should it be?"

	Canada		*United States*		*United Kingdom*	
	Total Population	*Elderly*	*Total Population*	*Elderly*	*Total Population*	*Elderly*
Defense	3	2	9	6	1	1
Education	29	24	34	22	12	10
Health care	28	25	24	29	56	39
Housing	16	16	12	9	8	12
Social security/ pensions	21	26	20	28	21	48
None/not sure/ not stated	3	8	1	4	2	1

Source: Harris, Three Nations Study, 1989

February 1990

COSMOPOLITAN CULTURE

REGIONAL CHALLENGES SEMINAR NOTES

On February 9, 1990, the Greater Vancouver Regional District held the fourth in a series of challenge seminars to re-evaluate The Livable Region Strategy. The focus of this challenge seminar was the "cosmopolitan culture" of the Greater Vancouver Regional District. Attending the workshop were people representing the GVRD Board, professionals, member municipalities, community groups, senior governments, multi-cultural agencies, volunteer organizations, police services and religious organizations.

The seminar was divided into three sessions: the morning session, where participants offered their comments on the challenges and opportunities of the cosmopolitan nature of the region; a luncheon with Dr. Bonnie Menes Kahn delivering an address entitled "Cosmopolitan Culture: The Gilt-Edged Dream of a Tolerant City"; and an afternoon session during which participants in small groups discussed specific topics.

INTRODUCTION AND PERSPECTIVES OF PARTICIPANTS

Chairperson Dr. Walter Hardwick opened the day by welcoming the participants and commenting briefly on the early history of the Vancouver area. He noted that Vancouver, as a city, was founded by immigrants and that the community is one of newcomers from Canada and other parts of the world. Dr. Hardwick asked "How do we draw people together?" and he suggested, with respect to the community, that the "whole is greater than the sum of the parts."

Alderman Percival-Smith of Richmond extended a warm welcome to the participants attending the seminar. She expressed a hope that the region will show tolerance and open its doors to welcome newcomers to our communities.

Mayor Marilyn Baker, representing the GVRD Development Services Committee, provided an overview of the Livable Region Strategy review process. She indicated that the primary purpose of the Challenge Seminar Series is to identify the key priority issues facing the GVRD.

George Varnai, Regional Director-Immigration and Employment Canada, presented background statistical information on Canadian immigration policy. He described two myths which currently exist about Canadian immigration policy: that Canada is allowing more immigrants into the country than ever before, and that more visible minorities are immigrating to Canada than ever before.

Mr. Varnai provided a background document regarding Canadian immigration and outlined the following points:

- During the period 1974-1988, 77% of the immigrants to B.C. arrived in Vancouver. For this period there was a total of 288,095 immigrants or an average of 19,206 per year. The lowest number of immigrant arrivals during these fifteen years occurred during the years 1984-1988.

- Immigration has been steadily decreasing during the 1960's, 1970's and 1980's.

- During 1988, 43% of all immigrants were from Asia and the Pacific Islands, and 25% were from Europe, compared with 1981, when those areas and Europe each accounted for 36%.

- In the future, a moderate growth in immigration can be expected with Asia being the primary source of immigrants.

Following the presentation by Mr. Varnai, Dr. Hardwick asked the participants to comment on where the region has come from and what current and future issues need to be considered.

The discussion which ensued reflected the wide variety of participants. The following provides a brief overview of the major themes which emerged and some of the points raised during the round table.

Education and Language

The issues of education and language were raised repeatedly by the participants. It was suggested that language is the major entrance point into the community and that without proficiency, isolation often results. Many participants noted, this is often a problem for the non-working members of the family, especially women and seniors.

Further, participants added, that language difficulties often result in poor access to services in the community. Language deficiencies can also lead to employment and economic problems. It was suggested that communities should regard education and language training as an investment.

It was noted that ESL courses are generally standardized so that they provide the same level of training to highly skilled professionals as they do to unskilled individuals. This indicates that more targeted programs are required.

Mention was made of requirements for other types of education, besides language training, such as training to assist in understanding Canadian government and values systems. Cross-cultural education was also mentioned as an area needing further development.

Several participants noted that education and training should be better linked with business to ensure that training is providing skills in demand by business.

Schools are the front-line in receiving young immigrants and they are, as a result, the best resource we have. The question of the cost of education was raised along with the question of what the cost of not providing education might be.

Services and the Community

The provision of services and access to those services were subjects frequently mentioned throughout the morning. It was suggested that with the dispersion of immigrants throughout the region, the immigrant community will have difficulty providing services such as churches, temples and community support to themselves. It was noted that with the current housing shortages new immigrants are frequently not able to live close to services.

The dispersion of newcomers and in some cases the concentration of cultural groups results in unique communities. This suggests that the region is not uniform in its ethnic makeup and that these differences must be taken into consideration.

It was suggested that more work is needed in the assessment of the needs of immigrants. Short term funding was criticized as it can inhibit a support organization's ability to make long term plans.

Although volunteers currently play a significant role in the provision of services it was suggested they should not be the major long-term providers.

Language barriers in health care was raised as a significant problem area. It was suggested that, as a result of this barrier, health care problems often materialize four to five years after the arrival of the individual.

The concept of providing a balance of ethnic based and integrated services to newcomers was suggested. Further, it was emphasized that existing services could be better coordinated and integrated.

Some institutions are currently providing services, i.e. billings and customer notices in a number of languages, and have found this to be an effective approach to communicating with newcomers.

Employment

Employment opportunities were seen as key to the successful transition and adaptation of newcomers to Canada. It was pointed out however, that numerous barriers exist in the workplace including systemic barriers, cultural and language barriers and in many cases the rejection of foreign professional credentials. A dichotomy exists here in that immigration policy often favours highly skilled immigrants but they are frequently unable to obtain professional qualifications in Canada.

Older immigrants experience special employment problems. Further, visible minorities frequently find themselves in job ghettos.

The more the work place reflects the multi-cultural make up of our country the less these barriers will exist.

Governments can take a lead role in hiring visible minorities. In this regard it was noted that visible minorities could provide improved employment access by being placed in personnel positions.

In the area of business incentives, it was emphasized that incentive programs must be monitored to ensure they result in the desired effects. Again, business and training should be more closely linked.

Immigration Policy

Immigration policy, generally, was raised several times throughout the morning and it was noted that how we deal with multi-culturalism in the near future will determine how we are viewed in history. It was suggested several times that we should regard immigration as a positive thing and that Canadians should see the potential in the multi-cultural nature of their country.

The economic benefits of a positive immigration and multi-cultural policy were pointed out: first the ability of Canadians to do business in a number of languages and second the cultural links being developed with Pacific Rim countries.

Lack of coordination of Immigration and Employment Canada efforts and those of local government was identified as a problem. It was suggested that local governments could benefit from the statistical information the CEIC develops.

The issue of how to balance integration and diversity was raised.

COSMOPOLITAN CULTURE: THE GUILT-EDGED DREAM OF A TOLERANT CITY
DR. BONNIE MENES KAHN, SAN FRANCISCO

Dr. Menes Kahn opened her address by asking "What makes a city great?" She suggested that the world is, by and large, mediocre with the odd example of brilliance to be found. She gave Vienna as an example suggesting that it was the foreigners who came to the city and who were encouraged by the city to become great. She suggested that, "It was the city which turned mere music into grandeur". She reflected that "It is the broad public world of the second rate which allows the first rate to flourish".

Dr. Menes Kahn suggested that there are four elements of a great city. First, a great city must have a sense of purpose. She suggested that both citizens and newcomers are able to sense this importance.

Second, that a great city must encourage diversity. She argued that diversity leads to tolerance; newcomers must be invited in regardless of the level of tolerance.

Public life is the third key element which she identified. Both contact and community are vital to creating an inclusive public life.

The fourth key element is opportunity. She cites New York at the turn of the century as an example suggesting that immigrants went to New York for economic reasons but they stayed for political reasons and opportunity.

Dr. Menes Kahn made a number of observations based on these four elements. First, she noted that a cultural division of labour exists. She suggests "Without an idea of a public world, a mission, a greater good, citizens cannot and will not tolerate being 'stuck' in certain jobs." Second, she suggested that first impressions count and that the newcomer's arrival is always remembered. Finally, Dr. Menes Kahn suggested that the ABC's of loyalty and commitment are important to understand. She maintains that acceptance (A) must precede belonging (B) and that they are then followed by contribution (C), To expect contribution of loyalty before acceptance or access, she suggests, is unrealistic.

Dr. Menes Kahn concluded by saying that change comes with newcomers and that a pluralist society is inevitable in the context of contemporary technology and global finance.

FOCUSING THE ISSUES

The afternoon session focused on discussions in small groups which addressed the following topics: Language Education, The Work Place, Community and Canadian Culture. The presentations from the groups are summarized below.

Language Education

This seminar group suggested that language education had to address more than just basic English and that it was important to continue some training in the individual's mother tongue. Further, the group identified five major points for consideration:

Re-examine the Roles of People and Organizations in Program Delivery

Greater consideration should be given to the roles of various actors and potential actors in the system: school boards, government, labour, business organizations and volunteers.

Language Education is Not Charity

It was suggested that there are sound economic reasons for providing language training. As well, language training for all family members helps to retain healthy and stable family structures.

Broad View of ESL Needed

Language training should not rely on immersion but should retain ties to the first language and culture. Programs should place higher priority on adult language education.

Define Different Levels of Needs

Related to the previous point is the need to assess and provide for the various levels of need in the community. This would include, for example, the varying needs of adolescents and adults and the needs of individuals with different occupational skills.

Position Paper

It was suggested that a position paper be developed on the parameters of the problems and principles of language education recommending the tasks necessary to the development of an appropriate program.

The Work Place

A number of issues were raised by this group including:

- Access to jobs and to better jobs is an issue and governments need to be more accessible and to show leadership in this regard.

- We must accept that racial discrimination exists and that we must address it in the work place.

- Education and cross-cultural training is needed to improve employment opportunities.

- We must address the problems of de-skilling newcomers by providing access to professional qualifications and licensing.

- We must recognize the structural changes taking place in our economy and plan for the resultant affects on employment. This is an opportunity for business and the educators to come together.

- There exists a tremendous business opportunity with the multi-cultural mix in our region. This could help us to develop our international business links.

- Information on the skills immigrants are bringing with them could help improve the employment situation for newcomers. This could be achieved by improving communication and coordination of local governments and CEIC.

- Literacy training is seen as the most important element in improving employment opportunities.

- Incentive programs hold tremendous potential but they must be monitored.

Community

This seminar group raised a number of issues related to the topic of community:

- It was recognized that the community is the most immediate point of interface with newcomers and that this will have special implications for service provision.

- It was noted that the western concept of community is not always shared by newcomers.

- The group wrestled with the idea of identifying the Canadian culture and suggested that both newcomers and current Canadians must build a culture together.

- Building bridges with newcomer groups was seen as being important and that this could be done by contacting community leaders, adult education and legislation which would discourage systemic discrimination.

- Finally, the group volunteered to continue the discussion regarding the definition of community.

Canadian Culture

This group raised three major points related to the topic of Canadian culture and the cosmopolitan nature of the region:

The Role of Ethnic Community Centres

The group had varied opinions on whether community centres should be ethnically focused. It was suggested that perhaps ethnic centres should primarily be a transition point for newcomers.

Vancouver: A Welcoming City

It was suggested that we are going to have to build diversity into our mind set in a way similar to our contemporary acceptance of gender. The group proposed that Vancouver embrace the global village concept and create a model for the world. It was added that the GVRD must celebrate the people of the region and not just the region's physical beauty.

Policy Implications

The group suggested that we must identify systemic barriers and recognize that the way our culture reproduces itself, for example: television, publishing, film and advertising, has tremendous power over what the culture becomes.

CLOSING REMARKS

Dr. Bonnie Menes Kahn

Dr. Menes Kahn thanked the participants for their warm welcome. She acknowledged the strong desire for consensus in the group and suggested that conflict can also serve a purpose in this type of discussion. She suggested that we admit our conflicts and make our positions explicit in order to push through to our goal. She submitted that it is not possible to make people like each other but it is possible to make them respect each other. Dr. Menes Kahn suggested that justice and equity are the key issues and that choice is a key element. She concluded by saying that people can choose their future and that she hoped that the GVRD would choose a better one.

Mayor Gordon Campbell

Mayor Campbell thanked the participants for their important contribution to the Challenge Seminar and to the future of the Livable Region Strategy. He said it is important to get the anxiety that is in the region on the table in order that it may be dealt with. He said as a community we must develop a sense of ownership of the direction of the city and that we must heed Dr. Menes Kahn's words concerning acceptance, belonging and contribution.

PARTICIPANTS - REGIONAL CHALLENGES SEMINAR
COSMOPOLITAN CULTURE
FEBRUARY 9, 1990

Jack L. Altman, Unit Director, Health Dept., City of Vancouver
Dr. Alan F.J. Artibise, Director, School of Community and Regional Planning, UBC
Shashi Assanand, Family & Crisis Worker, O.A.S.I.S.
Michael Audain, Polygon Group Ltd., Urban Development Institute
Mayor Marilyn Baker, District of North Vancouver
Dr. Bernardo Berdichewsky, Capilano College
Mayor Gil Blair, Township of Richmond
Noreen Donnelly, Richmond Community Service Advisory Council
Mayor Bob Bose, District of Surrey
David Cadman, Information officer, Information Services, GVRD
Ken Cameron, Manager, Development Services Dept., GVRD
Mayor Gordon Campbell, City of Vancouver
Joyce Catliff, Vancouver City Planning Commission
Wendy L. Carter, Regional Director, Secretary of State
Michael Clague, Executive Director, Social Planning & Research Council
Corporal Bruce Clarke, Vancouver Police Department
Ernie Crey, United Native Nations
Sonia Daudet, Richmond Multicultural Concern Society
Wayne Dickinson, Director of Planning Services, Corporation of Delta
Carlos Felip, Director of Planning, City of Port Coquitlam
John Foster, Social Planner, District of Burnaby
Albert Fraser, Burnaby Multicultural Society
Susan French, Mount St. Joseph Hospital
Keith D. Gray, Vice President, B.C. Business Council
Dr. Walter Hardwick, Geography Department, U.B.C.
Lois Hollstedt, Executive Director, YWCA
Page Hope-Smith, Director Richmond Art Gallery/Richmond Leisure Services
Alderman Donald Hoskins, Village of Belcarra
Emma Isaac, Philippine Community
Angela Julien, Public Service Commission of Canada
Dr. Bonnie Menes Kahn, Sociologist/Writer, San Francisco, California
Nadir Kahn, Seniors Bureau, New Westminster
Effie Karanasos, Hellenic Community of Vancouver
Tom Karanasos, Hellenic Community of Vancouver
Hugh Kellas, Administrator, Policy Development, Development Services, GVRD
Lynne Kent, Co-chair Asian Youth Task Force
Joachim Knauf, District Economist, Canada Employment and Immigration
Joyce Kyi, Executive Director, Immigrant Services Society of B.C.
Scott Lawrance, Windermere Secondary School
Genevieve Lemarchand, President Genevieve Lemarchand & Associates
Gisella Levitt, Coordinator, Jewish Community Centre
Dr. Peter Lomas, Coordinator, Social Services, Open University
Mayor Jack Loucks, City of North Vancouver
Alderman Margaret Lower, City of White Rock
Dick Mann, Rep. Vancouver Board of Trade
Ben Marr, Regional Manager, GVRD

Betty McClurg, Executive Director, Langley Family Services
Derek Murphy, Coquitlam Social Development Council
Bev Nann, Laurier Institute
Gordon Partovi, Executive Director, Richmond Multi-Cultural Concern Society
Alderman Corisande Percival-Smith, Township of Richmond
Joyce Preston, Director Social Planning, City of Vancouver
Alderman Gordon Price, City of Vancouver
Don Render, Superintendent, Surrey RCMP Detachment
Don Rutherford, Executive Director, North Shore Neighbourhood House
Surjeet Sidhu, Sr. Program Cood., Law Courts Education Society
Doug Soo, Executive Director, Britannia Community Services Centre
Alderman Bill Stewart, City of Port Coquitlam/Admin. Mgr. Coast Foundation
Alderman William Stewart, City of Port Coquitlam
Peter Stobie, Acting Director, B.C. Housing
Thom M. Thompson, Vice President Government & Municipal Affairs, B.C. Hydro
Lilian To, Executive Director, S.U.C.C.E.S.S.
George Varnai, Regional Director, Immigration, Canada Employment & Immigration
Christine Warren, Senior Social Planner, City of Vancouver
Hugh Whitcutt, Property Administrator, Vancouver Port Corporation
Rev. Ray Woodard, Moderator, Capilano Southern Baptist Association, Towers Baptist Church, Richmond
Gary Youngman, Aboriginal Peoples Business Association

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COSMOPOLITAN CULTURE: THE GILT-EDGED DREAM OF A TOLERANT CITY

An Address at the Regional Challenge Seminar
Greater Vancouver Regional District

February 9, 1990

by

Dr. Bonnie Menes Kahn
San Francisco, California

INTRODUCTION

Good afternoon. It is really an honor to be here in Vancouver. I had some time yesterday to acquaint myself with your beautiful city and even coming from San Francisco I couldn't help but be stunned by your natural landscape. (Of course, it might have helped that the ground here wasn't moving.) In all honesty, though, it is not the beauty of the city which pleases me. Nor is it the city's vital economy, its trade or industry or, why not say it out loud, tourism. For if I were going to be wooed and won, I would find mere looks and money insufficient. And as for tourism — I've never liked those games of jealousy and conquest and am not impressed when a crowd forms. What do you look for in a city, as in a person? Well, interest, distinction, breadth, unexpected associations and combinations, complexity. But I don't want a dilettante. That shallow distinction, that veneer of a good side implies a hidden bad one. Or worse, emptiness. Refinement must have a purpose and that purpose must be broad-minded. Tolerance.

THEME: TOLERANCE AND GREATNESS

There is my argument, then. I am going to talk about that which makes cities great and when I say great I mean all of those wonderful, cultivated, world-famous things which glitter and dazzle and draw crowds. But my speech is really about tolerance and developing a city where tolerance and greatness are two sides of the same coin. I am drawn to Vancouver for its possibilities. I only say possibilities for, remember, I have had so far only a brief encounter. What is more (don't be offended), my considerations are not moral. (It is only a harmless luncheon.) I mean that I am not going to tell you to be kind or beg you to be decent or say this is the "Better Way" or ask "What are your intentions?" or imply, "You really don't like those other people, do you?" or exhort you to be your best selves. I am not holding you up to an ethical tradition. The mirror I am holding up is not ethics, but history. Sit back and think self-interest. What do you look for in a city? My answer today is drawn from my work on my book, COSMOPOLITAN CULTURE, published by Atheneum in 1987.

VIENNA AND MUSIC: GREATNESS AND FOREIGNERS

Many of you are familiar with Maria Theresa's Vienna, the capital of Hapsburg Empire, during the late 1700's and early 1800's. No? Perhaps not the politics or the history or even the manners. But I can name you some residents and you will swear intimacy: Mozart, Salieri, Haydn, Schubert, Beethoven. Even the lowest brows among you would immediately recognize a waltz, if not the name Strauss. You know this city the same way millions of people, past and present, knew this city — as a great center of culture, the music capital of the world. This greatness was directly linked, directly, to the foreigners, emigres, and "outsiders" in the city's midst. Vienna's preeminence in music reflected the opportunity music

provided for outsiders — many of its luminaries were not Viennese. But they came to Vienna and stayed. Just as many of Vienna's lower-class musicians added folk elements and rhythms to the city's music, foreign musicians also added new melodic themes, new performance practices, and sometimes special expertise in building musical instruments. Of sixty-four foreign-born musicians living in Vienna between 1815 and 1830, the fourteen from Germany included Beethoven; the three from Italy included Antonio Salieri.

Now you might say, if we knew Beethoven were coming, we would let him in too. But it was not Beethoven alone or even Beethoven, Schubert and Haydn which made Vienna great. It was the city which turned mere music into grandeur.

So you might say, "Ah, now I grasp your argument. You say cast your nets wide enough so the Beethovens can slip in." But no. That's not it either. For I'm not saying cast your nets wide enough to admit genius. My argument is not about genius at all. My argument is about mediocrity.

MEDIOCRITY AND ACHIEVEMENT

Is it really sad that so few people have Mozart's gift for music or that so many are simply mediocre? Only if one believes in nature and not in education, in isolated actors and not in society. Some people believe that nature provides whatever pathetic endowments you've been dealt. Mozart was born to be magnificent. And Salieri, as Peter Shaffer's play and screenplay AMADEUS has it, was given his modicum of mediocre sense, no more, no less. But there is another way to understand talent, as the product of education. Where mediocre spirits can be encouraged to better themselves, there is a value on talent. The truly gifted person will be recognized. There will be audiences, classrooms full of aspiring students, in short, the setting that "creates" genius. Mozart encountered audiences who loved him, teachers willing to teach him, and, finally, influential men like Salieri willing to give him work. All of these extras in the life of Mozart were mediocre. Without a Salieri, a Mozart would be impossible. It is the broad public world of the second-rate which allows the first-rate to flourish.

I want to live in a city where I am so free to be mediocre, in so many spheres, that my particular genius can emerge. I want to live in a city where so many people are so welcomed that their particular genius can emerge. Genius grows where mediocrity is tolerated. You see it is the place, not the person. In order to make a great city one does not ask, "Who comes?" but rather, "What do they find?"

FOUR ELEMENTS OF A GREAT CITY

If they encounter the four elements which I described when I was describing a "Cosmopolitan Culture", then chances are newcomers will become cosmopolitans themselves and love their city and all its people — for the

city and its people welcomed them. I will speak a little about these elements now, not as a prescription, but rather as a way to begin thinking about a city's culture. There seems to be a vacuum when well-intentioned people get together to talk about something they uncomfortably call culture. They say, "We want a diverse city". And then there seems to be no more to say. Well, I have more to say. And with examples.

MEANING, PURPOSE

If a city has a sense of purpose, a mission, it is clothed in silk and gold and it is truly a wonder. There is magnificence in the architecture, a self-conscious feeling of stature, a grandness which invites, no inspires the attachment of newcomers. The newcomer says, "I am part of a great project", and the visitor says, "How lucky I was to see it". Not all cities are imperial centers and not every city is the center of the universe. Not all streets are paved with gold and certainly few cities exist today with the religious beliefs of Ancient Babylon, the city I choose to demonstrate the link between grandness and a welcome for strangers. But it is a worthy subject for reflection. When a city has a great purpose, great meaning, its citizens take for granted that others want entrance. And when the guard at the city gates says, "Who goes there?" he smiles inside, for he knows why the stranger comes.

ANCIENT BABYLON: KIND GODS, KIND STRANGERS

Ancient Babylon didn't have guards as its first line of defense. Early in the city's Sumerian history (thousands of years before the Common Era) each woman was obliged to do service in the temple, waiting until a stranger would sleep with her. It is a peaceful and tempting adaptation to a problem every tribe faced -- each one depended on a new blood, new genes, new characteristics. Other groups plundered and raped, stole men and women or traded them. But in Babylon, when the stranger came, there was a woman waiting to tempt him.

The Sumerians, the city's first settlers, worshiped gods of fertility and their gods were kind. Unpredictable rains and winds, like benevolent strangers, brought fertility to their valley. Wives distributed at auction, women who gave their bodies to strangers, all this was in the name of fertility. In Babylon outside influence was often considered benevolent. If a person was sick in Babylon, he could rightfully demand of each passerby a medical opinion. The stranger's answer could be the best answer, just as fertility could best be served by absorbing the newcomer.

BABYLON'S PURPOSE, WESTERN TRADITION

The gods were kind and Babylon's purpose was to house them. The city had a reason to exist, to exult in its beauty, wealth, law, literature, architecture and its many peoples. When the people of Judah were taken captive, yet another group was added, adding to the Western traditional

belief that Babylon was God's instrument. It was a golden captivity where the captive Jews could enjoy the pleasures of a peaceful, prosperous city. All inhabitants, including its newcomers, believed the city had a purpose and in believing in the purpose they cooperated in the creation of a great cosmopolitan center. No matter if the purpose had a tragic touch. There was a reason for wealth, a reason for beauty, a reason to increase the population. No matter if the purpose was the ill-fated and vain hope of immortality. Vanity is something in which all peoples can participate.

SECOND ELEMENT: DIVERSITY

It is impossible to escape a discussion of diversity and the use of the phrase "all peoples". Just as a great cosmopolitan center needs a purpose, it needs people. The point I want to make here is that the reasons why people come and the manner in which they come can be varied, varied beyond our consideration.

DIVERSITY IN CONSTANTINOPLE

Newcomers came to Constantinople, the capital of the Byzantine Empire, in chains. The empire also had a policy of forced relocation within its borders. These ideas are outrageous to us. And yet aren't there those today who would only allow newcomers if they enter wearing old chains, the chains of political or economic oppression? Why not welcome people with or without chains? Likewise there are those who would relocate peoples, asking that newcomers only live in certain areas. So the ideas of the Byzantine Imperial government are not gone after all.

DIVERSITY PRECEDES TOLERANCE

Now, what is diversity and what is its relationship to tolerance? Leave aside Greatness. Admit for now that new thoughts, new methods, a new work force, new capital, can all contribute. But doesn't that all happen after a city opens its doors? Don't new people have to be invited in? As the example of Constantinople shows, it is diversity which created tolerance. Kindness doesn't promote diversity. Diversity comes first, then broad-mindedness. Let's return to an original premise here, that we are not being moral. The Byzantine Empire was neither capitalist, nor democratic, nor free, nor kind, nor a bastion of brotherhood. Yet forced open by political and historical necessity, its very diversity created a live-and-let-live ethos within, the very heart of an orthodox empire. There is no city kinder than another. There are no people nicer than others. This is social science at its most basic, practiced by masters like Barrington Moore, Jr.. Of any ten people, one may by sweet and one sour.

IMPORTANCE OF SOCIAL SETTING

But some social settings encourage and reward sweetness while others do not. Moore's work, Reflections on the Causes of Human Misery, shows where cruelty reigns over kindness. I believe that some social settings encourage and reward tolerance. When it is demanded of them, people grow accustomed to other people, grow to like their holidays and eat their foods. When it is not demanded, people shrink back into suspicion and provincialism. What kind of city do I choose? I choose a diverse city, but not for moral reasons. Purely out of self-interest. If narrow-mindedness holds sway, I myself might be its target. Immigration must be understood as an issue of civil liberties. Tolerance which welcomes strangers safeguards natives. Unfortunately, I understand that Vancouver has already had lessons on that subject. Citizens are quick to judge people by their appearance when appearance becomes an issue. In the United States, the history of crushed civil liberties closely parallels intolerance for foreign newcomers and clamps on immigration. I am thinking of the twenties and the fifties when freedom of speech took a back seat to red-baiting and immigration was restricted.

THIRD ELEMENT: PUBLIC LIFE

But everyone talks about diversity. Let's talk about public life, the third element in a cosmopolitan culture. This is the stuff of Vienna's music world, which I mentioned earlier. Public life means public inclusion. Music wasn't the only avenue of opportunity and inclusion, though. Maria Theresa, conservative as she was, was a pioneer in public education. Her son Joseph II's expansion of the bureaucracy and the army — and, for that matter, the secret police — drew in thousands of outsiders. Military service was universally hated, not only for the dangers, loneliness, miserable conditions, and disruptions in men's lives, but for the very effect Joseph knew he would achieve: the army is a great leveler. It pulls men away for their pasts, away from family life, religious observance, local traditions. It makes all men equal in the service of a higher necessity, the state.

CONTACT

What could be more different than music and the military? Yes, they are different. But Vienna's imperial administration expanded and supported both. Neither was an accident. They were results of policy, direct or unintended, just as the housing patters created diversity because there was an official decree that all first floors of all buildings must go to housing civil servants. Public life means that people mix; not just coexist, but have contact. Aristocrats fumed when Joseph II first opened the Prater to the public in the winter of 1765. His ruling not only allowed the common masses in the park, it commanded them not to pay attention to the members of the royal family nor the emperor himself while in the park. Remember that an aristocrat not only commanded respect by privilege and tradition, leaving curtsies in her wake like a wind through a

flower bed. An aristocrat was also an inescapable expression of beauty, glamor, perfection. Would you turn away or simply not notice if you saw a vision, a deity clothed in a rainbow? And yet Joseph told the people, all the people, to do just that. It was not long before fiddlers, fortune tellers and revelers of every kind filled the park, including the Jewish Freud family, newcomers to Vienna, who took their son Sigmund to a restaurant there. There were dances there too, where the waltz was heard.

CONTACT AND COMMUNITY

Public life demands first some contact and second, a public, a community taught similar enough values so that they may share experiences: attend the same concerts, visit the same parks. The two, contact and community, reinforce one another. Vancouver's parks, museums and street life are breathtaking. But a city must always reevaluate how its resources are used -- who goes where, when, whom do they see and under what circumstances?

FOURTH ELEMENT: OPPORTUNITY

Finally, I want to include opportunity in this discussion. When I discussed it in my book, I used the example of New York in the early part of this century. One interesting detail about New York between 1900 and 1950 is that about 30% of its population was foreign-born, similar to Vancouver now, I understand. Another interesting detail is that its mission and myth at that time was money and glamor as much as it was refuge and liberty. The meaning was money. The meaning was also refuge. It seems odd that one city could have two such different senses of purpose, founding myths of such different spirits. One says power, the other weakness. Wouldn't the rich feel degraded told that their golden city was a refuse heap? Wouldn't the less privileged feel cheated, told that their city cared only about investment? But New York's rise depended on both beliefs, both money and hope. The marriage of capital and hope is opportunity. Sometimes the people have hope, but need help realizing their dreams.

The example of New York allows us to make some key observations.

CULTURAL DIVISION OF LABOR

1. There exists a cultural division of labor. Some groups end up doing some jobs more than others. Saying it is not a slur. But that doesn't mean it's necessarily a good state of affairs. It is simply true. People accept that as long as they believe they are all contributing to the same greater good. Without an idea of a public world, a mission, a greater good, citizens cannot and will not tolerate being "stuck" in certain jobs. People want meaning and purpose. Meaning and purpose is not money. It is meaning and purpose. I like to talk about Cinderella when I talk about the division of labor, because so many people believe Cinderella got a great deal. Cinderella rose from cleaning and running

a shabby house for her wicked stepmother to — what? managing a large household for her husband, the Prince. Same work, different title. I like Cinderella because she shows that sometimes what looks like opportunity is only vertical mobility, more and better and bigger, but not horizontal, different. And some settings are rich in vertical mobility, but are not really incorporating people into a wide range of activities.

2. The reasons, the history, the context of newcomers' arrival becomes part of an indelible record. No, there is not always a welcome mat. But impressions count. And that is tied to

3. First comes membership, then loyalty. Don't ask for people's loyalty before they have been accepted. That's not only illogical, it doesn't work. This is what I call the ABC's of loyalty and commitment: Acceptance, Belonging and Contribution. First acceptance, then belonging, then contribution. By acceptance I don't mean warmth — I mean equality under the law, public education, jobs, citizenship; A can also be for Access. It is a commonplace that the huge numbers of Italian migrants to New York in the early part of this century did not intend to stay. But most did. Most did and sent for their wives and families even when that was not what the majority of Americans, and the industrialists who brought them over, wanted. They wanted laborers, transient laborers. But the laborers became citizens. Why? Because it was possible. They saw the possible and they seized it. They came for economic reasons and stayed for political reasons. Money brought them in. Freedom kept them in. First it was possible to become a citizen — acceptance. Then the new citizens felt attachment and belonging and only then did they send their children into politics and the arts and make a lasting cultural as well as physical contribution.

In short, opportunity must include opportunity for meaning, opportunity for expansion and opportunity for belonging. Real opportunity means opportunity for every individual to hope.

NOT POLICY, BUT IDEAS

You have probably noticed that I am not providing policy solutions here. I have not mentioned how to house newcomers or supply language classes. I am only suggesting ways of looking at the questions of immigration and newcomers. I say, have you thought about this? Have you thought about the relationship between tolerance for outsiders and tolerance for insiders? Have you reflected on the values you are trying to convey to all of your citizens? Have you thought about historical models, good and bad? But now there is a subject which I know you have thought about and I feel compelled to comment on it and, in a way, it is at the heart of Vancouver's concern.

PARADOX OF AN HISTORICAL APPROACH

Those of you with sharp ears (and a critical nature) will have noticed a paradox in this talk. It can be formulated thus: "You are so fond of history" (you say to me) "you use historical examples, you talk about meaning and historical purpose. But then you say your goal is a cosmopolitan culture. Can any cosmopolitan culture really respect history? Those people" (you say to me) "come in and trample on my history". Likewise, the newcomer also has an accusation for me. "How can I keep my history in the world you describe?"

WILL THE CITY CHANGE? YES.

So here is the question: When newcomers enter a city, will that place change? Will some of the old be lost, some of the history gone? The answer is yes. Some. Yes, it will change and you will sometimes sigh and say, I miss the old ways. Or sometimes, in one of these public settings I describe, you will say, "I don't feel at home here. This is something strange to me." And that's alright. The world is going to change in many ways you do not expect. Is that news? I have spoken of history, but now I speak of the future. The future is pluralist and the evidence is everywhere.

INEVITABILITY OF PLURALISM

As the sociologist Daniel Ball explains, the heightened pace of modern life makes boundaries less powerful. Information and people travel faster and further now and only superhuman efforts can stop the transfer. Canada is now faced with a transfer, of people and money entering the country. But you could just as easily be faced, as the United States is, with a transfer of just the money, which some people call foreign investment and others call absentee landlordism. (And, of course, for completeness sake, we have to add the possibility of just the people without the money, certainly the most common case and the case in West Germany today.) As an American speaking to a Canadian audience I am prompted to say, with envy, aren't you flattered and grateful that the investors actually want to reside in your country? (It sometimes seems that people in other countries see the United States as full of wonderful things to own, but empty of places anyone would actually want to live.)

So technology and the technology of the financial world make pluralism inevitable. But it is more than that. Must more than that. What the West sowed so many hundreds of years ago, it now reaps. Enlightenment philosophy in Western Europe gave us a strange coin with two sides. On one side was slavery and on the other was freedom. Colonialism and the exploitation of Asia and Africa and South America grew out of Europe's desire to conquer and grow and expand and do better and be better. But so did the Rights of Man and the idea of human integrity grow out of the belief in the improvement of man's condition and even the improvement of

individual human beings. The legacy of conquest still puts parts of the world at a disadvantage. And the legacy of freedom still makes people strive for fulfillment. And both of these facts promote migration and consequently pluralism.

Alas, the future is not all progress. In modern warfare no civilian is exempt and so we must add growing numbers of refugees to the inevitability of pluralism.

Finally, just as one can ask, is a truly just society possible in an unjust world, one can also ask, is a homogeneous state possible in a pluralist world? Ask the Koreans in Japan or the Tunisians in France.

Pluralism is the future.

In this pluralist world there will be clashes of ideals. Free enterprise may not want to be reined in and tradition may not want to bend. Sometimes the results will be wonderful. Most times the results will be mediocre. And that's alright.

I would like to conclude by reading from my book.

STRANGERS, THE HEART OF THE CITY

"Most of the world is the color of mud. And many of the world's people have scratched out a life where chance left them, toiling endlessly at whatever toil they inherited, hoping for little. Mean-spirited, vulgar and violent — or hardworking, simple, and decent; it does not matter. Much of the world is that way. Some say it is choice that narrows people's worlds. Some say the choice is taken from them; no one would willingly live in shadow and die leaving only gloom. Not all people are satisfied with the world they have inherited...

... On the horizon there is a spire, or a skyscraper or a minaret, a wall of stone, a ziggurat. The sky breaks open for the skyline of a city and there is, both literally and figuratively, a new horizon. The city is not mud, but brick; not gray but purple, gold, and silver. It is beauty, wealth, industry, and more people concentrated in one place than is imaginable by most people. Not everyone has admired city life; not everyone has seen beauty in the aimless stares of milling crowds of restless strangers, the monotony of anonymity. The heart of the city, however, is its strangers. The fate of those strangers is the difference between empty walls of glittering dust, and greatness."

February 1990

URBAN DESIGN WORKSHOP

REGIONAL CHALLENGES SEMINAR SUMMARY NOTES

The urban design workshop, the fifth in the seminar series, was held in Surrey on February 19, 1990. The purpose of the seminar was to discuss the development form concepts, particularly in relation to suburban areas which will accommodate much of Greater Vancouver's future growth.

PEDESTRIAN POCKETS - NEW STRATEGIES FOR SUBURBAN GROWTH

Professor Doug Kelbaugh, Director, Architecture Department, University of Washington

Profession Kelbaugh opened the workshop with a presentation on urban design principles and the concept of pedestrian pockets. His presentation is summarized as follows:

1) A New Reality to be Served

In the U.S.A., of the seventeen million new households to be formed in the 1980's, it was estimated that 51 percent would be composed of single persons - including the elderly - or individuals unrelated to each other, that 22 percent would be single-parent families, and that only 27 percent would contain married couples. Much of suburban development is intended for traditional family structures which are a declining proportion of household growth.

2) A Comparison Between European and American Development

European

- human scale
- finite space
- public open space as important as private space
- street gets most attention as do public plazas
- buildings are secondary, strong sense of place
- zoned by building type,
- residential buildings are background which is punctuated by public space and landmark/ public building

American

- automobile oriented
- egalitarianism
- under the precept of liberty
- grid system
- private space
- endless, boundless space
- no hierachy
- no identity
- Frank Lloyd Wright Broadacre Model - 1 acre lots a compelling model/image.
- single use zoning
- form starting to backfire.

3) Historical Juncture of U.S. Urban and Suburban Forms

- Simplified building types and building vocabulary have reached a point where architecture is becoming more and more competitive, with each building screaming for attention.

- Suburb to central city commuting represents 20% of all commuting trips in the U.S., while suburb to suburb trips reach 40%.

- In the U.S.A., office related employment outside of central cities has a growth rate of 120%.

- New communication hardware has reduced the need for face to face contact, however, a healthy society requires and depends on human contact and intermingling of people.

- Decline of housing affordability demands new forms.

- Environmental cost compels compact urban development.

4) Why Pedestrian Pockets?

- The social/economic trend is changing faster than the contemporary suburban layouts, which are still designed for the "average family" rather than the increasingly diverse housing types.

- There are workable models for cities, but no models for suburbia.

- Continuous suburban sprawl is mathematically impossible.

- Americans will not give up the ownership of cars, but may accept reduction in their usage.

- The mismatch of land use (single use by high land-consuming development forms) and transportation (private automobile) may lead to total collapse, e.g. the average speed by 1999 in Los Angeles is predicted to be 9.9 miles per hour.

5) The Concept of Pedestrian Pockets

a. Four Key Themes:

- Low-rise, high density housing (20-25 units per acre).
- A mixed use "Main Street" combining residential, commercial and other uses.
- Light rail transit.
- Regional shopping mall or computerized "back office".

b. The Source of the Concept

The pedestrian pockets approach represents a suburban development strategy that utilizes several proven architectural and urban typologies, none of which are particularly new or innovative - except when taken in combination.

c. **The Essential Elements of the Development**

- Dedicated right-of-way for rail, bus or jitney services.
- Within a quarter-mile or a five minute walking radius of a transit station.
- 50 to 100 acres in size.
- Up to 2000 units of housing and 1,000,000 sq. ft. of office space within 3 blocks of the transit station.
- Residential density of 20 - 25 units per acre.
- 3 storey walk-up apartments and 2 storey townhouses predominate.
- 4 storey offices.
- Several 3-acre parks.
- 2000 jobs within walking distance.
- Open space around pockets.
- Parking facilities provided.
- Attached family housing, still equipped with garages and private yards.
- Commercial facilities and offices not entirely financially dependent on local housing; accessible by automobile from the existing neighbourhoods and by light rail from other pockets.
- Necklaces of pockets around a city.
- Mixed housing tenure types.

d. **The Application of Pedestrian Pockets**

- Can reinforce existing town centres.
- As an infill project.
- As a revitalization project.

PERSPECTIVES OF SEMINAR PARTICIPANTS

- Introducing the pedestrian pocket approach will require political will, vision, leadership and commitment.

- Suburban areas need a sense of place. Pedestrian pockets go to the heart of the suburban problem.

- Have to get beyond what is comfortable now: must deal with new solutions.

- ALRT costs are high; need feeder bus/autos radiating from rail lines.

- Not sure how pockets would relate to the current regional town centres concept.

- Employment component is extremely important to these centres in order to offer options for the residents and to reduce commuting.

- Does the contemporary suburban life-style put us into a no-win situation (e.g. large lot residence, urban amenities, freedom to move by car)? This liberty has a cost. We create development forms, and these form influence how our culture changes. Cultural difference will influence whether pedestrian pocket approach will work. The North American cultural bias for or against the automobile is a significant factor.

- Pedestrian pockets offer an alternative life-style that recognizes demographics and social trends.

- Think about whom we are building for. Suburbs were created to accommodate newcomers. They want to become part of the community and improve its quality and environment. There is a strong drive to "belong" to community which can be facilitated by pedestrian pockets.

- The public sector should secure open space while granting density.

- Technology was not discussed in relation to the pedestrian pocket concept. Coordinated technology will allow people to work anywhere.

- We should be searching for development patterns which do not start from scratch. We have to look at the existing culture and determine what form will be appropriate.

- Perhaps we should plan the open space rather than the node. We should first determine what open space we want to protect and then make the best use of the remaining land.

- Establishing edges is important if sprawl is to be contained. Rail transit and European design forms may not be appropriate. The automobile and communications technology in North America will work towards something new. The land outside of the "wall" of pedestrian pockets is important; the land use is more than agriculture: it is open space, rural residential and recreation.

- How do you allow people to live and enjoy the edges of rural land without compromising that land?

- The townhouse form with two cars per unit has a significant impact on the streetscape.

- 30 units per acre density is a very desirable form of housing, but does not attract families so far.

- Affordable housing is necessary. The reason people buy in the suburbs is because it provides housing at more affordable prices. The GVRD needs planning powers with the ability to designate open spaces. Open space is the key to creating pedestrian pockets.

- Developers can work with the pedestrian pockets model but they need commitment from municipalities.

- The main strategy is to make urban areas more "town-like" in order to create identifiable neighbourhoods and a stronger sense of place.

- The pedestrian pockets concept falls between two extremes. There is not enough "mass" in the corridor to make it work. Cultural centres cannot thrive in this environment.

- It is a mistake to look backwards towards traditional towns as the pedestrian pockets concept does. We have to look at what we have done well. We have already created excellent neighbourhoods. There is an important relationship between residential density and number of vehicles per acre. Automobiles are destroying cities, not people. We have to look at commercial and residential densities and access, and determine what densities are working better. We have to create more edges which include open space.

- Look at neighbourhood centres to fill in the regional town centres concept.

- The notion of scale is important to create a sense of place in suburbia. The problem of small fragmented ownership is real one. There is a need for a central coordinated plan to achieve a broader vision for the community.

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URBAN DESIGN WORKSHOP
FEBRUARY 19, 1990

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SOCIAL AND DEMOGRAPHIC TRENDS - THE CRISIS IN OUR CITIES

by

ALLAN GREGG
CHAIRMAN, DECIMA RESEARCH

Address to Regional Challenge Seminar
Changing Public Values

Greater Vancouver Regional District

February 23, 1990

I have been asked to talk about change. There is no question that North Americans are fascinated by the topic of change. In fact, there is an argument that this is the first society that has anticipated change as a constant. To the Egyptians, the Nile was forever to be the bread basket of the universe, all roads were to lead to Rome, and the sun was never going to set on the British Empire.

Today, as shown through public opinion polls, it is the publics' opinion that we will experience more change in the next two years than we did in the last 10 years. In a poll, 94% of the population will agree with this statement. To put that into context, I could say "today is Friday", and I would not get 94% agreement.

As much as we are fascinated and curious about change, when we discuss change, we link it to the future as if no change is occurring today and certainly no change occurred yesterday. For the timid, it is something to fear, for the long-headed, it is something to plan for. But rarely is change something to do something about. Or in the end, is it anyone's responsibility to do anything about?

I had the good fortune to be born on the Canadian Prairies. Part of that good fortune was we were taught some pretty fundamental lessons. Among them was that responsibility was something that might be shared, but it could certainly never be shifted.

The case I would like to discuss today is that change is not something that is in the future. We have undergone profound changes in the last 25 years, the last 10 years, and even in the last year. These changes forever in turn change the way we go about our responsibilities and change the nature of the responsibilities that we in business, in government, in unions and in the voluntary sectors have. The nature of those responsibilities are probably not more acute than in Canada's major centres.

We have two basic tools at our disposal to monitor, chronicle and understand change. The first is demography - the study of populations and their characteristics. The professional demographer would probably tell you there are about 130 trends that you have to be able to analyse and track if there is any hope of having a glimpse into the future. I am not a professional demographer and even if I was, we would not have the time or patience to go through 130 trends. But there are clearly three population trends that eclipse all others in their magnitude and their implications. The names of these trends are certainly familiar to you all - what caused these trends to occur and where they are going is a little less documented.

The first trend is related to the tremendous age skew in our population that occurred as a consequence of the incredible increase of births over deaths which coincided with the end of the Second World War, commonly referred to as the post-war generation or the baby-boom. At the time, demographers looked at this phenomenon with little more than curiosity. As this group, born between 1946 and 1964, reached the age of maturation and started having families themselves, they postulated we would start to see

echo-booms in the late 1970's and 80's that would repeat themselves every 20 years thereafter. Notwithstanding what Time magazine might have told you, there was no echo-boom in the late 1970's and 80's, or throughout the entire decade. In fact, the possibility of an echo-boom is very remote.

It became clear very early on that in Canada, unlike all other western industrial countries, our baby-boom was not restricted to a post-war phenomenon. In Japan, Germany, America and Britain, almost immediately following the surge of birth rates over death rates, we started to see a shrinkage by the early 1960's. In Canada, our birth rate continued well into the 1960's, not flatting out until 1967.

Consequently, as a result of the size of our baby-boom and the fact that there has been no echo-boom, the chances are that this generation will have a majority impact on Canadian society until the year 2020. To put that into a more current context, 48% of everyone who cast a vote in the Federal election in 1988 was to young to cast a vote in the 1974 election.

Aging baby-boomers results in all sorts of predictions - e.g. the Canada pension plan will become unsound, health care plans will fall apart, the bottom will fall out of new housing starts in 1996. In fact, the influence of this big generation is far more subtle. This is the generation that was in the news saying "never trust anyone over 30". Now we are still in the news saying, "never trust anyone over 50" and is seriously considering "never trust anyone over 60". This group has redefined what is young and what is old.

We anticipate more "old" people and a new type of "old" person. This is not only the biggest generation ever, but the generation that grew up saying progress is normal - the next car will be faster, the next house will be bigger. But increasingly, their experience is an absolute contradiction. This generation was taught to get a good education, work hard, and you can be whatever you want. Our experience is in contradiction and this generation is caught in a cross pressure. This is a generation that is prone to experiment. It is also a generation that appears disloyal and very distrustful of authority. The biggest generation ever grew up with three flavors of ice cream and now expects 30 flavors as an absolute minimum.

The second trend is female participation in the work force. Between the 1971 and 1981 censuses, the labour force doubled. 73% of new jobs went to women who were driven by macro-economic conditions. As inflation eroded income, Canadians required two incomes not one to maintain their lifestyles.

Let's look at the population between 1966 and 1977 when the big generation started to go to work. Female participation started going up while male participation remained more or less remaining flat. For the mature element of the population (age 25-64 years), the trend is more or less the same as the total. For new entrants into the labour force (age 15-24 years), the gap in participation between males and females is very close. The big generation is the best educated generation ever - both males and females.

More recently, for every grade after grade 11, I predict a 4% increase in female participation in the work place. I also predict within this decade female parity with males in the workplace. Women will take a larger role within the economy, the political process, and the social system. Today's issue of pay equity is the tip of the iceberg. Women represent the single best pool of labour into the next decade.

A related trend with females participating in the workplace is - what has happened to fertility rates? The age between 20 and 24 was the traditional child bearing period. With women working under current conditions, there are two trends. First, 20-24 is no longer the traditional child-bearing years. There is a shift to the 30's and early 40's. And, second, there are smaller family sizes. As a result of females participating in the work force you can anticipate in the next decade, and the next century, the depression of fertility rates unless some conditions cause the situation today to change.

So the trend is a big infusion of females in the workplace and a resulting depression of fertility rates. You can see in this nation the prospect of a real population problem in the near future. The extent of the problem can seen in what we call zero immigration. If this were to occur, our population in Canada would go from 23,500,000 (1981 census) to less than half of that by the year 2051. Those under the age of 20 and over the age of 60, and those marginally active in the workplace, would increase from 46% of the population today to 59% in that time period. Those requiring the greatest income maintenance from the government and income sector amounted to 14% of the populaton in 1981 census and would represent 50% in the year 2051. Only 9% of the population would be under age 20 ready to enter the work force and support the old population.

With immigration what is going to happen? Canada has averaged immigration of 100,000 per year over the last 5 years. If we follow this current course, nothing much different than what I have outlined will happen. Trends are not as severe but similar. Canada's population will shrink, the age skew between young and old will reverse and exaggerate. If we want to maintain a growing population and healthy economy, we will have to average 200,000 immigrants per year.

The third trend is the high likelihood of immigration policy shifting from social policy to economic policy - otherwise we will be a shrinking population.

1905 was the start of Canada's immigration policy. Immigration population came from European stock until 1967. 84% of new arrivals were from America and European sources. Today, that number if 24%. 76% of new arrivals come from Asia, West Indies and other third world countries.

The difference is obvious. This is the first wave of visible minority immigration, and we know very little about this new type of new Canadian. The calibre of immigrants is high. The net worth of immigrants is 25% in excess of the average Canadian that is already here. This immigration pattern will continue - what does this mean for intra-city immigration

patterns, demand on government and social services, not to mention the prospect of possible social and racial unrest in our "peaceful" kingdom. We need to monitor this situation.

These are issues that will challenge our cities as a consequence and we are seeing a number of changes. But the public opinion agenda is unfocussed and defused. No single issue is focussed on by more than 10% of the population. There is no consensus on what our economic problems are. In the late 1970's, the clear enemy was inflation, in the late 1980's it was unemployment. Now we have a population who does not know what the problems are to be tackled.

There is a shift in public mood broken down into national satisfaction, personal satisfaction, and expectations. In the 1980's, there was public dissatisfaction with the system. Then there was a change from a negative perspective and the population became more optimistic. Canadian's expectations were unrealistic. In 1986, people were more satisfied at a personal level than they were optimistic about the future. In the last quarter of 1989, people think operation of the system today is perhaps better than expectation for the future.

Over the last four years, we have experienced a crash of expectations - progress may not be normal! There is a shift from quantity of life to quality of life; more is not always better. People are more concerned about pollution, health care and education systems than material goods. People want more quality. Two-thirds say that job and career is less important; 87% say that family is more important. The population wants to slow down. There is a shift away from more and towards better.

Economic issues are shrinking in relation to new social questions and issues forming. The environment is the tip of the iceberg. In June 1986, 62% thought the quality of the environment was excellent; last year, 53% thought it was not good.

Canadians want solutions. The response is to join in to solve problems which are not being addressed. Who has responsibility for the environment: individuals, federal government, provincial government, private industry.

In June 1986, 18% of Canadians were active on issues involving the environment. Today, double the number say they are active. They are looking for individual solutions and are prepared to change their life style. People are changing. The population that is optimistic on environmental issues say that their participation is one part of a much larger solution. Can we solve Canadian environment problems? Two-thirds say yes. On the quality of life, the population is seeking changes in behavior. We can anticipate a backlash and it will fall on the business sector. For instance, recycling. It is a good idea because it helps the environment. some say it is bad because jobs will be lost in the pulp and paper industry.

Canadians are concerned about their cities. We asked two questions. Where do you live? And, given a choice, where would you live? 41% of people who live in the urban core in Canada's major centres would stay; 59%, given the

choice, would move out. 90% of people who live on farms are happy there. The greatest unhappiness is in the urban core. It is made up of the very young, very old, very rich and very poor. The only people who live in the urban core are people who can't leave, the very wealthy and those who work for the very wealthy.

The population's unhappiness is with the city. People feel some aspects are improving, e.g. senior's care, parks, waste management. Aspects of modest deterioration include safety, quality of air and water, the poor and young people. There is a larger group feeling deterioration in safety from pollution, price of rental accommodation, violent crime, illegal use of drugs, and the rising price of home buying.

There are significant issues in housing and the deterioration in social fibre of communities. Social issues can't be solved by traditional means. Some people think major cities have paid too high a price for progress and growth and it is time to slow down development, while others believe the economy is based on major cities and we have to continue development in our big cities if we are going to prosper as a nation.

The population is split down the middle, with 50% saying slow down, and 50% saying continue development. We have a cynical population, with big problems and we need new solutions. The solution must also come from the volunteer and private sectors as well as government. In the 1990's the private sector will be called upon to help solve the crisis in our cities. It is no easy challenge!

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ASSESSMENT OF THE COMMUNITY

(September 1989)

	SIGNIFICANTLY BETTER	SOMEWHAT BETTER	NOT CHANGED	SOMEWHAT WORSE	SIGNIFICANTLY WORSE
Quality of Roads	7%	30%	31%	23%	9%
Safety from Physical Harm	5%	18%	53%	19%	5%
Quality of Drinking Water	6%	11%	60%	17%	6%
Quality of Air	3%	12%	45%	32%	8%
Number of Poor and Homeless	2%	13%	46%	30%	9%
Behaviour of Youth	2%	15%	40%	31%	12%

ASSESSMENTS OF THE COMMUNITY

(September 1989)

	SIGNIFICANTLY BETTER	SOMEWHAT BETTER	NOT CHANGED	SOMEWHAT WORSE	SIGNIFICANTLY WORSE
Quality of Police Force	8%	26%	55%	8%	3%
Availability of Child Care	6%	32%	43%	14%	5%
Quality of Post-Secondary Education	6%	25%	50%	16%	3%
Availability and Cost of Health Care	5%	28%	43%	19%	5%
Waste Disposal and Management	6%	26%	41%	19%	8%
Quality of Grade Level Education	5%	26%	43%	20%	6%

ASSESSMENTS OF THE COMMUNITY

(September 1989)

	SIGNIFICANTLY BETTER	SOMEWHAT BETTER	NOT CHANGED	SOMEWHAT WORSE	SIGNIFICANTLY WORSE
Recreational Facilities	12%	45%	34%	7%	2%
As A Place to Raise A Family	13%	34%	39%	12%	2%
Senior Citizen Care and Facilities	8%	43%	35%	10%	4%
As A Place to Retire	10%	36%	40%	11%	3%
Friendliness of People	9%	26%	53%	10%	2%

ASSESSMENTS OF THE COMMUNITY

(September 1989)

	SIGNIFICANTLY BETTER	SOMEWHAT BETTER	NOT CHANGED	SOMEWHAT WORSE	SIGNIFICANTLY WORSE
Safety from Pollution	2%	13%	40%	34%	11%
Availability of Rental Accommodation	3%	18%	31%	27%	21%
Violent Crime	2%	10%	40%	34%	14%
Illegal Drug Use Problem	2%	8%	31%	35%	24%
Cost of Rental Accommodation	2%	7%	27%	42%	22%
Cost of Owning A Home	2%	8%	19%	40%	31%

ISSUES OF CONCERN IN VANCOUVER

(September 1989)

- **Most likely to be concerned about housing costs and more concerned about social and moral issues**

Especially Concerned About*

- **Costs of homes**
- **Costs of renting**
- **Availability of rental accommodation**
- **Safety from pollution**
- **Number of poor and homeless**
- **Violent crime**
- **Quality of air**
- **Grade level education**
- **Safety from physical harm**
- **Drinking water**
- **Waste management**
- **Place to raise a family**
- **Health care**
- **Post-secondary education**
- **Senior citizen's facilities**
- **Friendliness of people**

* **Issues in which residents are significantly less inclined than the national average to have seen improvements**

ASSESSMENTS OF COMMUNITIES OF MORE THAN ONE MILLION: WORSENING DIMENSIONS

(September 1989)

	% Somewhat/ Significantly Worse			
Specific Assessments	More Than One Million	Vancouver	Toronto	Montreal
Cost of a Home	84	93	87	71
Cost of Rental Accomodation	79	84	86	63
Use of Illegal Drugs	65	63	72	59
Availability of Rental Accommodation	63	77	79	24
Violent Crime	63	57	71	58
Safety from Pollution	58	61	66	46
Air Quality	56	57	62	49
Number of Poor/Homeless	55	61	56	47
Behaviour of Young People	49	43	60	43

CURRENT AND PREFERRED RESIDENTIAL LOCATION

(September 1989)

Currently Reside	% Prefer to Reside: Core	Suburbs	Rural Within 100 Miles	Rural More Than 100 Miles	Rural Farm
Core	41	21	20	7	11
Suburbs	5	65	18	5	8
Rural Within 100 Miles	3	13	62	11	9
Rural More Than 100 Miles	1	13	23	53	10
Rural Farm	0	2	4	4	89

ATTITUDES TOWARD URBAN DEVELOPMENT*

(September 1989)

	% Response: Canada	Metropolitan Areas**
Time We Slowed Growth and Development	50	49
Must Continue Growth and Development	49	50
No Opinion	1	1

* Some people say our major cities have paid too high a price for progress and growth, and it's time we slowed down development. Others say the economy is based in major centres and we have to continue development in our big cities if we're going to prosper as a nation. Thinking of these two points of view, which one is closest to your own?

** Communities with populations of over one million

IMPORTANCE OF CAREER OR JOB*

(December 1989)

	% RESPONSE
Much Less Important	8
Somewhat Less Important	23
Somewhat More Important	49
Much More Important	18

* n = 927

IMPORTANCE OF FAMILY*

(December 1989)

	% RESPONSE
Much More Important	51
Somewhat More Important	36
Somewhat Less Important	8
Much Less Important	2

* n = 927

QUALITY OF ENVIRONMENT TODAY VERSUS RECENT PAST

(% Response)

	June 1985	June 1986	June 1988	June 1989
Significantly Better	7	4	6	4
Somewhat Better	23	23	23	20
No Change	46	53	45	40
Somewhat Worse	18	17	20	29
Significantly Worse	6	3	4	7

QUALITY OF THE ENVIRONMENT TODAY

(% Response)

	June 1986	June 1987	June 1988	June 1989
Excellent	14	12	14	11
Good	48	44	47	42
Only Fair	30	33	29	36
Poor	8	11	10	12

PRIMARY RESPONSIBILITY FOR PROTECTING THE ENVIRONMENT

(% Response)

	June 1985	June 1988	June 1989	Dec. 1989
Federal Government	38	30	34	32
Individuals	18	27	29	35
Provincial Governments	20	24	17	15
Private Industry	21	16	16	15

REPORTED LEVEL OF ENVIRONMENTAL ACTIVISM

(% Response)

	March 1987	June 1988	June 1989
Very Active	7	8	9
Somewhat Active	23	30	34
Not Very Active	29	34	32
Not Active At All	41	28	25

HAVE ENVIRONMENTAL CONCERNS CAUSED CHANGES IN THE WAY WE LIVE?

(% Response)

	June 1987	June 1988	June 1989
Major Changes	16	20	22
Minor Changes	42	46	49
No Real Changes	42	34	29

ATTITUDES TOWARD RECYCLING NEWSPAPERS

(December 1989)

	% Response
Good Idea Because of Benefits to Environment	92
Bad Idea Because of Impact on Pulp and Paper Industry	8

IS IT POSSIBLE TO DEVELOP TECHNOLOGY TO SOLVE ENVIRONMENTAL PROBLEMS?

(September 1989)

	% Response
Yes	69
No	27

EXPECTATIONS REGARDING THE ABILITY TO SOLVE ENVIRONMENTAL PROBLEMS

(September 1989)

	% Response
Much More Optimistic	9
Somewhat More Optimistic	55
Somewhat More Pessimistic	27
Much More Pessimistic	8

PARTICIPANTS - REGIONAL CHALLENGES SEMINAR
CHANGING PUBLIC VALUES
FEBRUARY 23, 1990

Mary Algar, B.C. Hydro
Cam Avery, Director Corp. Communications, B.C. Gas
Mayor Marilyn Baker, District of North Vancouver
Greg Barker, Planning Department, District of Surrey
Mayor Gil Blair, Township of Richmond
Mayor Bob Bose, Surrey
David B. Cadman, Information Officer, Information Services, GVRD
Ken Cameron, Manager Development Services, GVRD
Mayor Gordon Campbell, City of Vancouver
Brian Canfield, President & CEO, B.C. Tel
Michael Clague, Executive Director, Social Planning and Research Council
Ken Georgetti, President, B.C. Federation of Labour
Dr. Michael Goldberg, Chairman, B.C. Real Estate Foundation
Allan Gregg, Chairman, Decima Research
Sue Hammell, District of Surrey
Dr. Walter Hardwick, Geography Department, U.B.C.
Lenore Herb, Citizens Action Network
Stuart Hertzog, Citizens Action Network
Alderman Don Hoskins, Village of Belcarra
Gordon How, Executive Director, B.C. Conference, United Church of Canada
Hugh Kellas, Administrator, Policy Development, GVRD
Bryan Kirk, City Manager, City of Port Coquitlam
Alderman George Laking, City of Port Coquitlam
Ernie Lawson, Ministry of Environment
Fay Low, B.C. Tel
Mayor Jack Loucks, City of North Vancouver
Alderman Margaret Lower, City of White Rock
Sandy Macdougall, Tri-City News
Joy McPhail, Asst. to Officers, B.C. Federation of Labour
Dick Mann, Vancouver Board of Trade
Ben Marr, Regional Manager, GVRD
Bruce Moynan, Chilliwack Environmental Panel
Liz Osborn, Outdoor Recreation Council of B.C.
John Schreiner, Financial Post
Joe Stott, Senior Planner, Regional & Economic Development, Development Services Department., GVRD
Director Gail Taylor, Electoral Area C, GVRD
Doug Vincent, Executive Director, B.C. Chamber of Commerce

W4/158

March 1990

COMMUNITY LIFE

REGIONAL CHALLENGES SEMINAR NOTES

The last of the Regional Challenges Seminars sponsored by the Greater Vancouver Regional District was held in Burnaby, B.C. on Thursday, March 1, 1990. The invited group included GVRD Board members, representatives of community and social organizations, academics, and planning professionals addressed a wide range of issues dealing with community life. Among those in attendance were three visitors from Bejing, China as observers.

The seminar was divided into morning and afternoon sessions with a luncheon address by Chief Justice Allan McEachern entitled "Towards a Civil City". The morning began with an overview presentation of regional social issues by Michael Clague, Executive Director of the Social Planning and Research Council, followed by a round table session with participants presenting their perspectives on social issues and community life in the Greater Vancouver area. In the afternoon, participants broke into small groups to discuss specific issues in more depth. The session ended with a synopsis of the group discussions.

PERSPECTIVES OF PARTICIPANTS

The morning began with a welcome from the Mayor Bill Copeland of the District of Burnaby and the GVRD Development Services Committee. Mayor Copeland gave a brief review of the Livable Region Strategy since its original objectives were established in 1975 and chronicled some of the changes which have occurred in the region over time. He suggested the challenges that have to be faced today and gave an outline of the process that is being carried out to revitalize the Livable Region Strategy for the 1990's.

Michael Clague then presented an overview of social issues in the Greater Vancouver Region. Mr. Clague gave an up-date on his 1988 report to the GVRD entitled Regional Social Issues: Considerations for the Livable Region Strategy, and expanded upon the subject of the organization and provision of social planning and social services in the Region. He suggested that Vancouver historically has shown itself to be a caring community but today also shows symptoms of a troubled community with problems of affordable housing, poverty and the results of deinstitutionalization. He touched on aspects of the 1988 report that identified three areas of concern in providing supportive and preventive actions for the future - supports for families and young children, services and facilities for an aging population, and support services and affirmative action for a multicultural society.

In an effort to suggest the future organization and provision of social services needed to maintain a caring community in the Greater Vancouver Region, Mr. Clague discussed the role of the citizen and social responsibility, municipal government and the provision of social services, and the partnership of government, consumer and voluntary sectors, non-profit and private (for profit) sectors. He used the Community Resources Board experiment of the 1970's as a model concept for the provision of social services tailored to community and client needs. Mr. Clague ended by encouraging the development of social planning structures within individual municipalities and the building of formal links across municipalities and between local governments and the voluntary sector.

Following this presentation, Dr. Walter Hardwick, Chair of the Challenge Seminar Series, asked participants to introduce themselves and briefly outline their concerns and specific perspectives on community life in the GVRD. Dr. Hardwick asked the participants to share their knowledge of positive contributions or experience for the benefit of a revitalized strategy. While the participants covered a wide range of issues, the ideas and concerns put forward can be grouped into the following themes:

Needs of Specific Population Groups

Women

Many of the speakers agreed that gender was a major issue in the provision of social services as women bear the bulk of support care and the voluntary sector. In contrast, women have been left out of the thinking when it comes to municipal planning; they are not normally a part of the planning process, and their specific needs are not being met. Single parent women and widowed seniors are in critical need of a wide range of income and support services.

Children and Adolescents

The needs of children were expressed by many speakers. The delivery of services to the family have to be re-thought as the present system still assumes that there is a parent at home who is responsible for the child's welfare and access to services. Accountability and a mandate for the provision of services for children are of utmost needs. It was suggested that the greatest dollar for value spent is on children although other speakers cautioned against intergenerational competition for services and resources. Child care needs of children and support for their families is of great concern. Several speakers suggested that the needs of adolescents are not being met, especially in the field of adolescent counselling. Earlier attention is needed and a change in public attitude is required. While the visible and high profile concerns of substance abuse, child abuse, and teenage crime warrant attention in the urban core, children sometimes are considered a disruption in communities and early symptoms of problems are often ignored.

Seniors

Poverty, the result of de-institutionalization, and affordable rental housing with security of tenure were cited as pressing problems for the elderly. An economical, integrated transportation system was seen as a

critical need for seniors to enable them to access services and enjoy their community. It was pointed out that seniors are not a burden to their community and are valuable contributors. Municipalities must revamp their zoning bylaws to provide many housing options in order to allow people to stay in their community of choice. The entire spectrum of housing forms and tenure types from congregate housing, secondary suites, to "Abbeyfields" are required. Support for the frail elderly in the community is especially critical as the number of hospital beds are increasingly less available.

Urban Native Groups and Multicultural Groups

A mix of social services and a broad range of community delivery systems is needed for urban natives and multicultural groups as a way of providing more culturally appropriate services.

The Handicapped

Several speakers suggested that the needs of the handicapped were not being met and that the city is currently not livable for this group.

Changing Family Needs

The changing nature of the family and the increase in single parent families suggest that new services and methods of delivery must be devised. The major challenge today is to coordinate services, especially when peoples problems and needs do not fit into traditional categories. Affordable housing, a greater mix of housing types, good transportation, programs to support income security and employment, and health care were major concerns expressed.

Service Providers and Delivery Mechanisms

Governments

Distrust, or more correctly ambivalence, toward all levels of government cause the public to differentiate between "us" and "them", it was suggested. Canada is now showing this attitude first evidenced in the U.S. The problem for all levels of government is to restructure in order to be more helpful and constructive in supporting community services by creating communicating links and building regional consensus.

A great concern was raised over the "municipalization" of social services with the current restructuring of the Canadian welfare system. The erosion of the universal safety net has shifted the burden to the municipalities. The myth of social services in Canada was discussed relative to other countries and while Canada is "better off" than the U.S., it is at a very low level compared to other O.E.C.D. countries. Many speakers agreed that political decisions taken by senior levels of government are the root cause of poverty. As the federal government reduces its role in social welfare, the provincial government is going to have to play an increasing one, especially in terms of leadership. There is a pressing need to develop a structure to integrate services and to provide a rationale necessary to explain the causality and priority of services and delivery systems. A cooperative partnership between the three levels of government is critical.

The changing responsibility for social welfare is causing a major crisis at the municipal level throughout Canada, but especially in areas of polarization of labour markets. Marginalization will occur and growth is no longer the solution to the problem. It was suggested that a polarization of social services is also occurring with attention being given to the middle and upper classes while services to others are being degraded and under-funded.

The disparity across and between regions is already being felt with some communities lacking resources for infrastructure, especially communities in the eastern part of the region. Growing communities cannot be as sensitive as they wish due to a lack of resources. All participants agreed there is a need for a more regional approach and a restructuring necessary to even out the provision of service.

Several speakers pointed to the lack of definition, focus, function and priorities at local levels. This results in dysfunction in the decision making process for social needs and policies and compounds the lack of support at the senior levels.

Replication and duplication of services must be avoided.

It was acknowledged that the municipal level of government does not have the resources or the authority to adequately deal with many of the needs of the community but councils must provide the initiatives and the public must support their efforts. The regions must make their arguments stronger and clearer for support from the senior levels of government and should actively involve the community in assessing its own needs.

Social Service Planning and Urban Planning

In order to build healthy and livable communities, social planning must be integrated with other planning - especially land use planning. Local area planning models can contribute to "community building". In many cases community infrastructure does not meet the needs of new neighbourhoods and is especially hard on young people. Suburban dormitory-style development discourages assessment and sharing of problems which lead to denial that problems exist. By the time problems reach crisis stage many communities do not have the resources, services, or delivery systems capable of dealing with them.

Transportation and affordable housing were repeatedly stated as being the key requirements of a livable community and inextricably tied to social service planning.

The Voluntary Sector

Many of the participants underlined the need to maintain the voluntary sector for the delivery of social services. This sector provides one of the most cost effective methods of delivery and is not adequately recognized by any level of government. There will always be a resource shortage in social services but the volunteer sector, along with labour and management, can augment and support efforts of all three levels.

Poverty and Unemployment

The point was made that services for the poor tend to be poor services and that the community must fight for quality services for all its residents. In many cases the experts on poverty are those experiencing it and programs which are based on local issues and concerns are the most useful in meeting specific needs of the poor. Support for the working poor was seen as a critical need. In many cases local governments are contributing to the working poor by their policies encouraging and selecting out certain job sectors.

Income support, employment, dollars for employment subsidies, day-care, transportation, and affordable housing were seen as immediate solutions for poverty.

LUNCHEON ADDRESS - TOWARDS A CIVIL CITY

The noon hour presentation was attended by participants, GVRD board members, and media representatives. Chief Justice Allan McEachern gave an address entitled "Towards a Civil City". In it, he suggested that decision making is often best made at the most local level. He said that individual and collective decisions must be made rationally and responsibly and that there are two lines of authority in support of those decisions: the political process and the judiciary. Whatever civility we have as a society is protected by the courts and the judging process.

The Chief Justice drew an interesting analogy between the judging process used by the courts and the types of decision making necessary for a civil society. He then outlined three requirements or conditions necessary for rational and responsible decision making in any community:

1) Decision making must be made impassionately, fairly and away from influence.
2) The public must understand that difficult decisions must be made within restraints that options permit.
3) The decision making must be conducted in public, open to scrutiny and public discussion.

The chairperson, Dr. Walter Hardwick, in thanking Chief Justice McEachern for his address, underlined the message of a well reasoned, structured decision making process as the basis for planning a civil city.

FOCUS ON ISSUES

The afternoon began with the continuation of participants ideas and concerns which are included in the summary of the morning session. Participants were then divided into three groups for more detailed discussion on:

1) Governance
2) Community Delivery and
3) Issues of Women, Families and Children.

These groups were asked to focus on specific areas of attention in their topic area, policy decisions by the three levels of government, and issues that should be raised for the Forum in March.

Reports back to the large group contained the following highlights:

Governance:
This group, chaired by Michael Clague, focused on three main issues:
1) The "municipalization of government"
2) The nature of the partnership of governments and people, and
3) the GVRD itself.

The "municipalization of government" can be seen as an off-loading to the municipalities which has both positive and negative aspects. The municipalities do not have the legal, constitutional and tax ability to support this which is a primary constraint. However, the resulting decentralization of services can have positive benefits by responding to the local needs of communities. The senior level of government must continue to have a redistributive function especially for income stabilization. However, social services are better managed at the local level with a strong emphasis on "planning from the bottom up".

Partnership between levels of governments and people must resolve the issues of empowerment to the people and consensus in decision making. The question remains to what extent can the powers and the responsibility of governments be devolved and decentralized to the local level of the neighbourhood.

The role of the GVRD was questioned in so far as it appears to be ambivalent to many community needs. It was suggested that there by an elected chair of the GVRD Board, with other members by appointment. More effective relations between the provincial government and GVRD could occur if the province funneled their plans through the GVRD, especially when large expenditures would influence regional concerns, such as transportation.

Community Delivery

This group, chaired by Alan Artibise, examined the role of the social planning staff within the GVRD, and others in municipal and community sectors. The group felt that there should be a division in the function between each, with the GVRD playing a facilitating role between others and setting regional standards and goals. It may also have a legitimizing role for certain issues and areas of volunteer support.

The volunteer sector and citizen involvement were seen as critical elements in the service delivery process but their role has to be recognized and legitimized. Citizen involvement is important to more effectively raise the revenues to provide community services.

Local Area Planning was discussed and the group suggested the concept of a regional LAP.

Issues of Women, Families and Children

Lenna Jones chaired this group and concluded that the region would only be livable if it meets the needs of all residents - the working and non-working poor, single parents, the elderly and the handicapped etc. She outlined two requirements of a livable region: functional land use and urban design, and good quality services.

Planning must meet a mix of needs providing a better balance between homes and jobs. Low density suburban development does not meet today's needs. Transportation is critical to the success of all communities. Existing services must be better used and available to everyone without the stigma which has been attached to those in need - especially the poor.

Early childhood education and good day care were seen as methods to help children remain in school and support families to overcome the cycle of poverty.

SEMINAR CONCLUSION

Dr. Hardwick concluded the seminar by reminding participants that written submissions would be welcomed by the GVRD on issues or thoughts raised by this or other seminars. There was general consensus by the participants that the GVRD can only become a livable region when the needs of all its citizens are met adequately.

PARTICIPANTS - REGIONAL CHALLENGES SEMINAR
COMMUNITY LIFE
MARCH 1, 1990

Ed Apps, President, COSCO
Dr. Alan Artibise, School of Community & Regional Planning, U.B.C.
Wayne Baldwin, Chief Administrative Officer, City of White Rock
Ross Belyea, Delta Chamber of Commerce
Marva Blackmore, Richmond Community Services Advisory Council
Mayor Gil Blair, Township of Richmond
David Cadman, Information Officer, Information Services, GVRD
Mayor Gordon Campbell, City of Vancouver
Dr. Lynn Carter, Social Service Worker Program, Vancouver Community College
Rita Chudnovsky, Children's Advocate, City of Vancouver
Michael Clague, Executive Director, Social Planning & Research Council
Gordon Clark, Burnaby Now Newspaper
Reg Clarkson, Poverty Education Service
Mayor Bill Copeland, District of Burnaby
Rupert Downing, Social Planner, District of North Vancouver
Dr. Glen Drover, School of Social Work, U.B.C.
Huo Enquan, Visiting U.B.C.
John Foster, Social Planner, District of Burnaby
Lois Hollstedt, Executive Director, YWCA
Dr. Walter Hardwick, Department of Geography, U.B.C.
Alderman Don Hoskins, Village of Belcarra
Zhang Hu, Political Science Department, U.B.C
Lenna Jones, Social Planner, District of Surrey
Hugh Kellas, Administrator, Policy Development, GVRD
Judy Kilcup, United Way, Lower Mainland
Roslyn Kunin, Regional Economist, Economic Services, Canada Employment and Immigration
Alderman George Laking, City of Port Coquitlam
Alexander B. Leman, Leman Group Inc/Western Delta
Gus Long, Secretary, Federated Anti-Poverty Groups, Chairperson National Inter-Church Association to Promote Social Justice in Canada
Alderman Margaret Lower, City of White Rock
Val MacDonald, Western Society Seniors Bureau
Arlene McLaren, Director, Social Policy Unit, Simon Fraser University
Elaine McLeod, Vancouver Neurological Centre
Derek Murphy, Coquitlam Social Development Council
Marnie Marley, YWCA
Dr. Sharon Manson Willms, School of Social Work, U.B.C.
Fred Milowsky, Ministry of Social Services and Housing
Margaret Mitchell, President, Vancouver & Dist. Public Housing Tenants Assn.
Donna Moroz, Impact Resources
Graham Murchie, Director of Planning, District of Surrey
Alderman Corisande Percival-Smith, Township of Richmond
Zhou Ping, Department of Economics, Simon Fraser University
Geraldine Pratt, Geography Department, U.B.C.
Alderman Gordon Price, City of Vancouver
Rita Stern, Ministry of Health Promotion
Jean Swanson, End Legislated Poverty
Mayor Betty Toporowski, City of New Westminster
Allan Waisman, Urban Development Institute
Richard White, City Planner, City of North Vancouver
Ron Willems, Dir. of Income Assistance, Ministry of Social Services & Housing
Michael Young, Manager, Vancouver Branch, Canada Mortgage & Housing Corp.